

Draft Riverfront Master Plan Narrative

June 13, 2019

NOTE TO REVIEWERS

This document provides draft narrative and images of the Riverfront Master Plan. Layout and formatting of the final plan document will differ from what you see here, and some illustrative imagery will change. Figure numbers are draft and generally left blank in narrative text. Appendix references and their order may also change. An executive summary will be added to the beginning of the document.

COVER PAGE



INSIDE COVER

Newberg’s riverfront will be a lively, lush, and economically thriving destination that is frequented by Newberg residents and visitors alike.

As a local and regional destination, it will provide spaces for large events, as well as opportunities for families and individuals to gather, recreate, and relax. Safe and direct connections for walkers, bikers, and drivers will draw people to the riverfront from downtown and other areas of the city.

A mix of residences, public spaces, services, commerce, and industrial uses will tie together through great design, creating a unique, mixed use setting on the Willamette River.

This project is partially funded by a grant from the Transportation and Growth Management (“TGM”) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Fixing America’s Surface Transportation Act (FAST-Act), local government, and State of Oregon funds.

The contents of this document do not necessarily reflect views or policies of the State of Oregon.

ACKNOWLEDGEMENTS

Technical Advisory Committee

- David Helton, ODOT
- Don Clements
- Angela Carnahan
- Dan Fricke
- Dennie Houle
- Matt Vogt
- Saj Jivanjee
- Fred Gregory
- Mike Ragsdale
- Derek Brown
- Bob Andrews
- Casey Kulla
- Lisa Rogers
- Joe Morelock

Citizens Advisory Committee

- Brian Love, Chair
- Geary Linhart, Vice-Chair
- Todd Baker
- Stan Primozich
- Francisco Stoller
- Denise Bacon
- Lesley Woodruff
- Chris Strub
- Ron Wolfe
- Brett Baker

Planning Commission

- Jeffrey Musall
- Jason Dale
- Allyn Edwards
- Sharon Capri
- Robert Ficker
- John Wuitschick
- Kriss Wright
- Capri Wheaton/Colin Bolek

City Council

- Mayor Rick Rogers
- Councilor Elizabeth Curtis Gemeroy
- Councilor Denise Bacon
- Councilor Mike Corey
- Councilor Patrick Johnson
- Councilor Elise Yarnell Hollamon
- Councilor Stephanie Findley

City Staff

- Doug Rux, Community Development Director
- Cheryl Caines, Senior Planner
- Brett Musick, Senior Engineer
- Joe Hannan, City Manager
- Rosa Olivares, Community Engagement Specialist

TABLE OF CONTENTS

- 1. Executive Summary
- 2. Introduction
- 3. The Riverfront Master Plan
 - a. Vision and goals
 - b. Planning Process
 - c. Foundational Elements
 - d. Local and Regional Trails
 - e. Signature Parks and Gateways
 - f. Land Use
 - g. Transportation
- 4. Implementation
 - a. Implementation Strategy
 - b. Regulatory Actions
 - c. Funding, Studies, and Organizational Actions
 - d. Infrastructure Improvements
- 5. Conclusion

LIST OF FIGURES

- Figure 1. Riverfront Area8
- Figure 2. Property Owners in the Riverfront Area9
- Figure 3. Newberg Riverfront Regional Context 10
- Figure 4. Riverfront Area Hydrology..... 11
- Figure 5. Diagram of Unbuildable Land in the Riverfront Area (includes steep slopes, floodplain, bypass, existing parks) 12
- Figure 6. Regional Overview and Market Area..... 13
- Figure 7. Examples of Riverfronts in Other Communities 14
- Figure 8. Word Cloud Diagrams of Visioning Exercise from the CAC (Left) and TAC (Right)..... 16
- Figure 9. Vision Statement 16
- Figure 10. Diagram of Alternatives Development Process..... 19
- Figure 11. Preliminary Development Alternatives of the Riverfront Master Plan 20
- Figure 12. Land Use and Transportation Alternative A 21
- Figure 13. Land Use and Transportation Alternative B 21
- Figure 14. Land Use and Transportation Alternative C 22
- Figure 15. Land Use and Transportation Alternative D 22
- Figure 16. Land Use and Transportation Alternative E 23
- Figure 17. Riverfront Master Plan Diagram – Preferred Alternative (“Alternative E”) 24
- Figure 18. River Street Gateway to an Active Riverfront District 25
- Figure 19. Gateway Feature Examples 26
- Figure 20. Mixed Use Node Examples 27
- Figure 21. Foundational Elements of the Riverfront Master Plan..... 27

Figure 22. Existing River Street..... 28

Figure 23. Concept for S River Street, North of Newberg-Dundee Bypass 28

Figure 24. View of Waterline Bridge, a potential location for a bicycle/pedestrian crossing of the Willamette ... 29

Figure 25. Trails, Paths, and River Trail 30

Figure 26. Local and Regional Trail System 30

Figure 27. Nature Trail Cross Section 31

Figure 28. Urban Multi-Use Trail Cross Section..... 31

Figure 29. Cross-Section for Roger's Landing Road Multi-Use Path..... 32

Figure 30. Distance to Other River Recreation Amenities..... 33

Figure 31. Example of Multi-modal Esplanade with Pedestrian-Oriented Developments in Vancouver, WA 34

Figure 32. Existing Cross-Section for South River Street 35

Figure 33. Typical Major Collector Cross Section from Newberg TSP 36

Figure 34. Proposed Cross-Section for S River Street (North of Bypass)..... 36

Figure 35. Existing S River Street (South of Bypass) 37

Figure 36. Proposed Cross-Section Options for S River Street (South of Bypass) 37

Figure 37. Possible Uses and Design of an Underpass Park 39

Figure 38. Conceptual Park Plan..... 40

Figure 39. Proposed Comprehensive Plan Designations..... 47

Figure 40. Map showing Riverfront District established in the 2002 Riverfront Plan..... 48

Figure 41. Riverfront District Overlay Map 49

Figure 42. Proposed Zoning Designations 51

Figure 43. Recommended Water System Improvements 58

Figure 44. Recommended Wastewater System Improvements..... 59

Figure 45. Wastewater Sub-Basins 60

LIST OF TABLES

Table 1. Transportation Improvements and Cost Estimates 54

Table 2. Trail Cost Estimates..... 56

Table 2. Water Improvements and Cost Estimates..... 58

Table 3. Wastewater Improvements and Cost Estimates 60

Table 4. Stormwater Improvements and Cost Estimates..... 61

APPENDICES

Appendix A: Technical Memoranda

Appendix B: Summary of Public Engagement

INTRODUCTION

Newberg’s Riverfront lies at the intersection of the City’s past—with a long history of trade and waterfront industry—and its future. This plan updates the 2002 Newberg Riverfront Master Plan, providing fresh guidance for private development and public investment in order to establish a desired mix of residential and employment uses; protect open space areas and other unique features of the Riverfront; take advantage of its location along the Willamette River; and plan for a multi-modal transportation network to provide internal access and connections to the rest of the City of Newberg.

Sidebar: Looking Back

The City’s first Riverfront Master Plan, which was adopted in 2002, was developed in response to community desires to consider a new future for the area and was intended to set the stage for the development of a vibrant new neighborhood and to re-establish the connection between the river and the greater Newberg community. Prior to the 2002 planning effort Newberg’s riverfront had been used primarily for industrial purposes, like many other “working waterfronts” throughout Oregon.



Sidebar: Looking Forward

This plan is an update of the City’s 2002 Riverfront Master Plan and builds upon that effort. In 2002, the Riverfront Area was facing an uncertain future due to the possibility of a bypass connecting OR 219 to OR 99W through the area. Phase 1 of the Newberg-Dundee Bypass has since been constructed, bisecting the Riverfront Area, with an additional phase of expansion expected in the future.

Similarly, this plan faces uncertainty in the form of the future ownership and use of the Riverfront Industrial Site* (a former paper mill). At the beginning of this process, the site’s owners were actively

pursuing the sale of the property to various potential buyers, but as of early 2019 WestRock has stated its intent to re-open the plant as an active manufacturing use at an undetermined point in the future.

Because the Riverfront Industrial Site occupies such a large portion of Newberg's riverfront, this plan must be flexible in order to address property owner wishes while achieving community outcomes. Specifics about the implementation of the plan with respect to property owners is provided in the Implementation chapter.



** As used in this plan, the "Riverfront Industrial Site" is the property east of S River Street, west of Wyooski Street, and south of the Newberg-Dundee Bypass.*

The Riverfront Area

Nestled along the Willamette River in the Chehalem Valley, Newberg already boasts a diverse mix of parks and open spaces, trails, local and national retailers, restaurants, educational institutions, community services, industrial and office uses, and homes. It is near to the Portland metropolitan area to the northwest, natural and agricultural lands to the south, and is centrally located in the Willamette Valley wine country. The Riverfront Area runs along a unique bend in the Willamette River, with spectacular views of French Prairie south of the Willamette River.

Newberg's Riverfront Area is generally defined as the land within the City's Urban Growth Boundary (UGB) between East Ninth Street and the Willamette River. It is a short walk from the neighborhoods to the north and only three-quarters of a mile to the City's downtown. The area contains a mix of single-family households, attached housing, and multifamily housing; vacant or partially vacant properties; industrial and commercial uses; and parks and natural areas. The Riverfront is anchored by Roger's Landing Park, which is one of Oregon's premier boating facilities on the Willamette River. The recently-constructed Phase 1 of the Newberg-Dundee Bypass runs east-west through the Riverfront Area. It is elevated on fill through much of the study area, with portions on structures that allow for travel and low-impact uses beneath.

Figure 2. Property Owners in the Riverfront Area

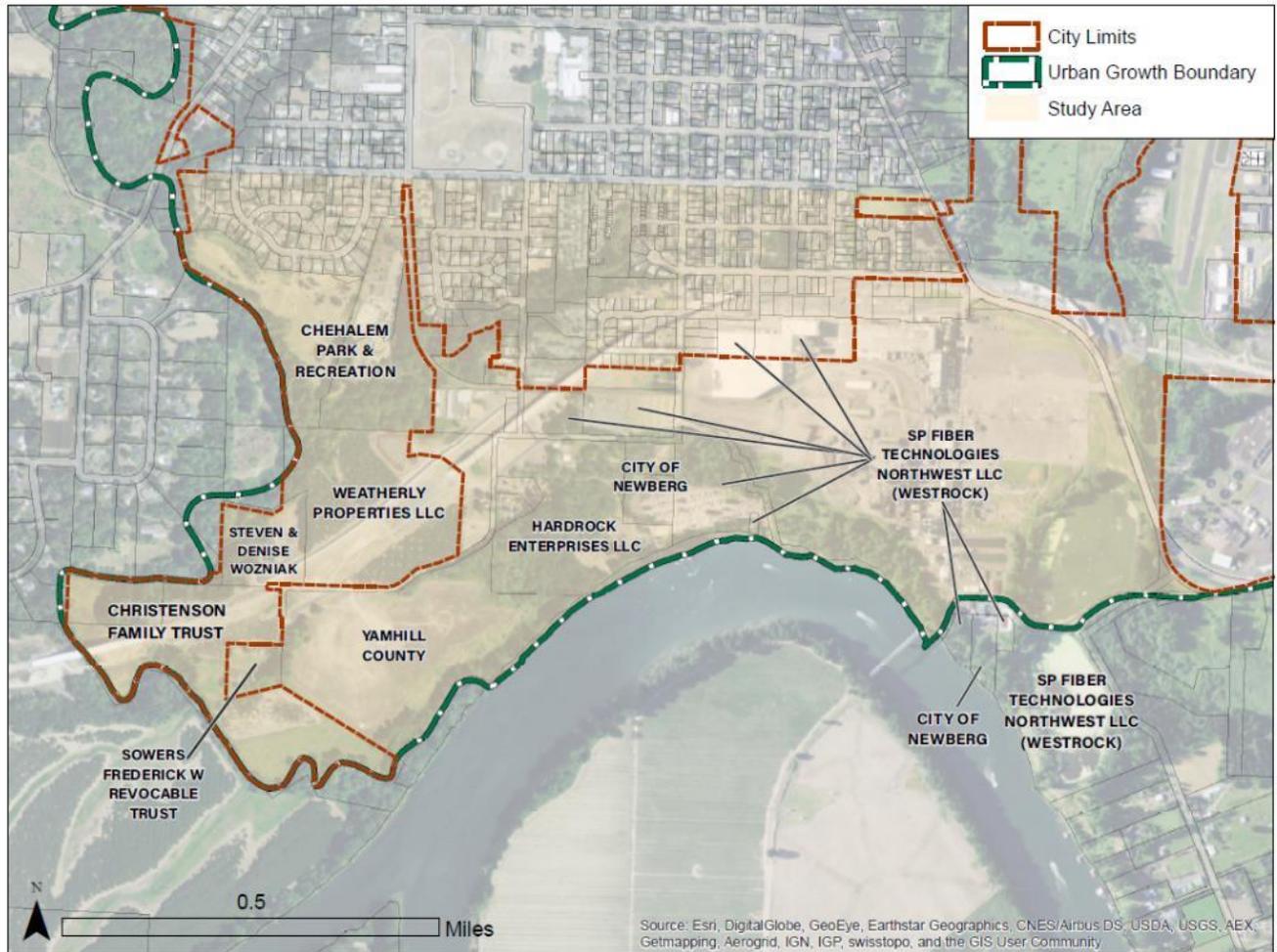


Figure 3. Newberg Riverfront Regional Context

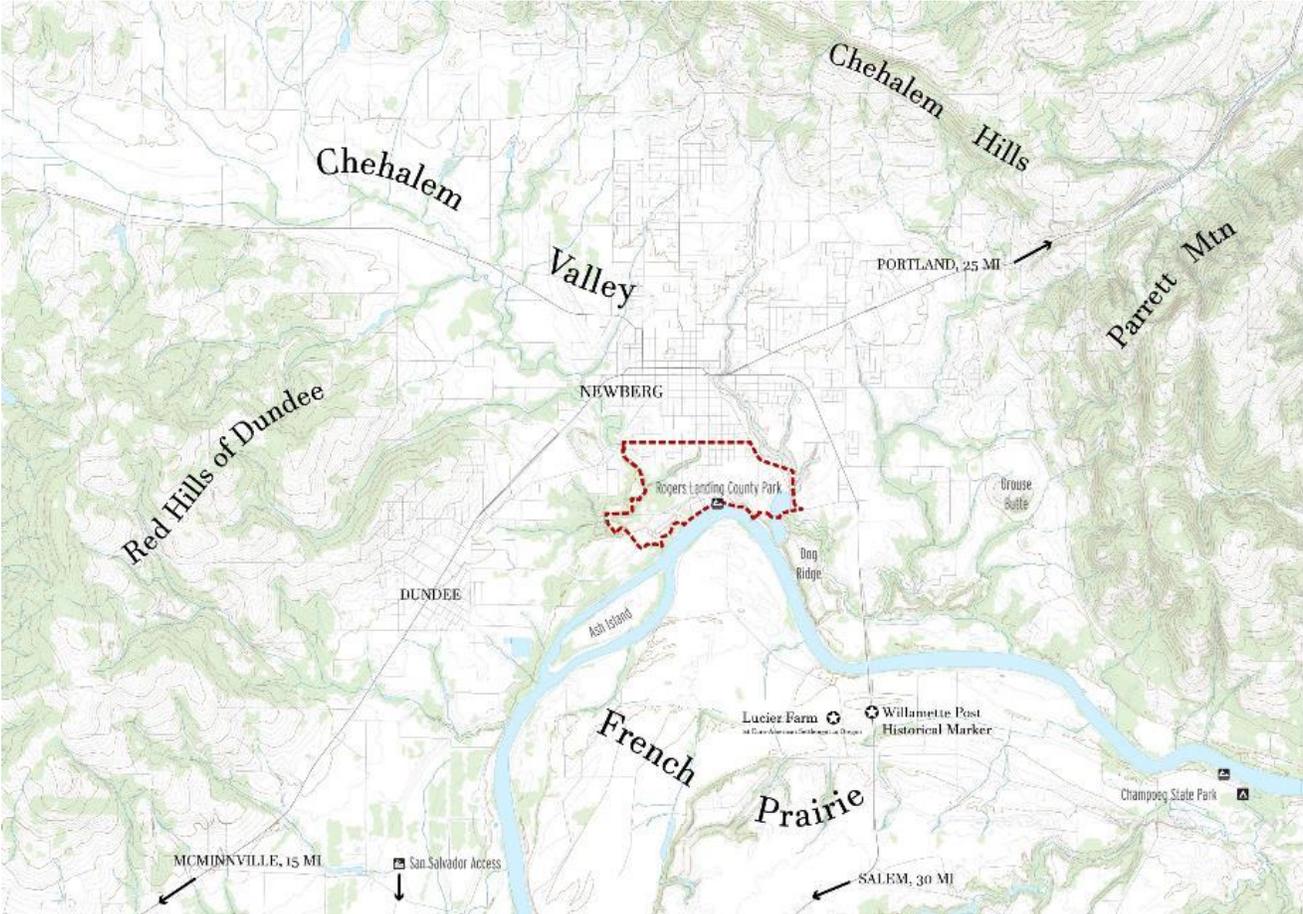
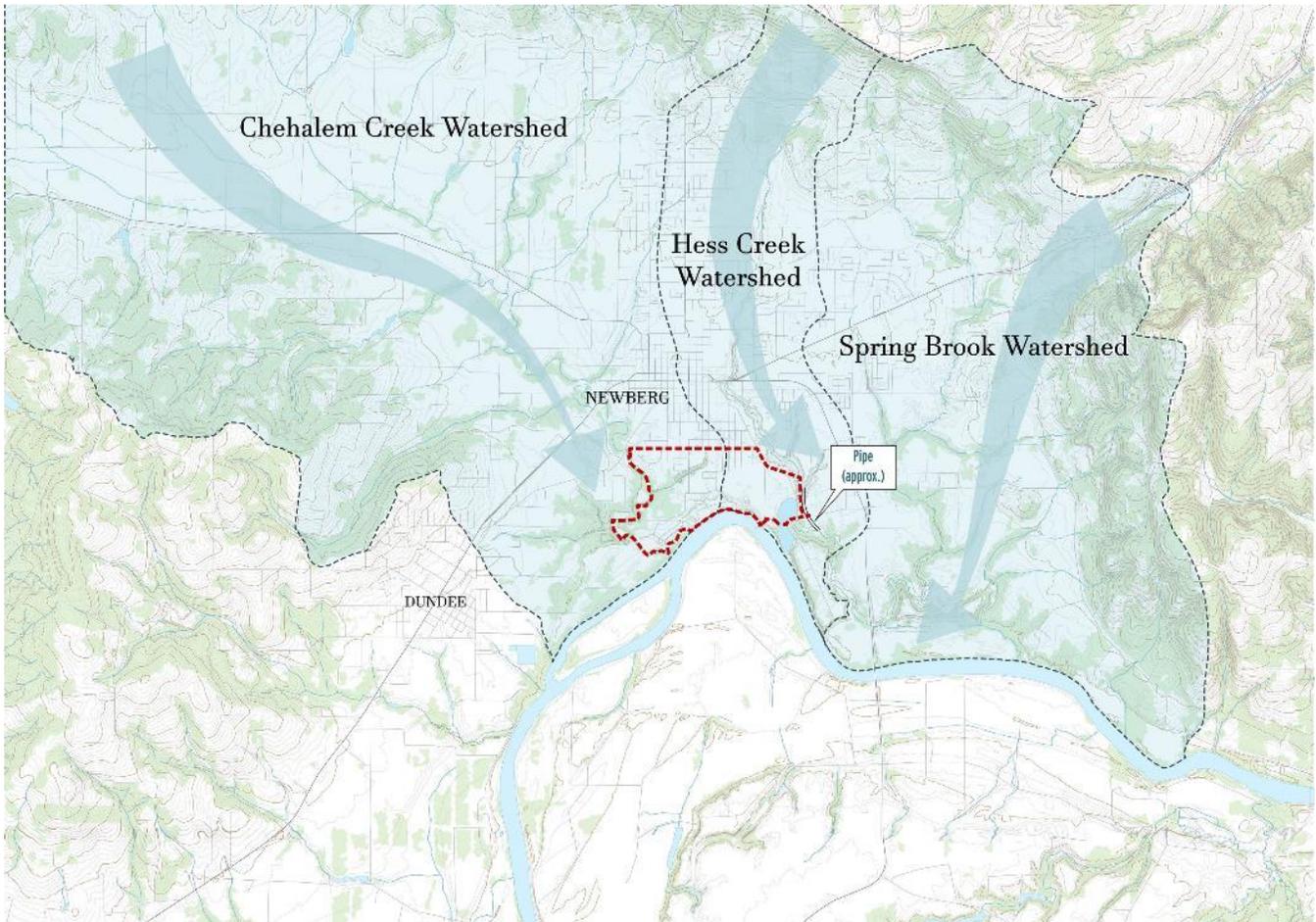


Figure 4. Riverfront Area Hydrology

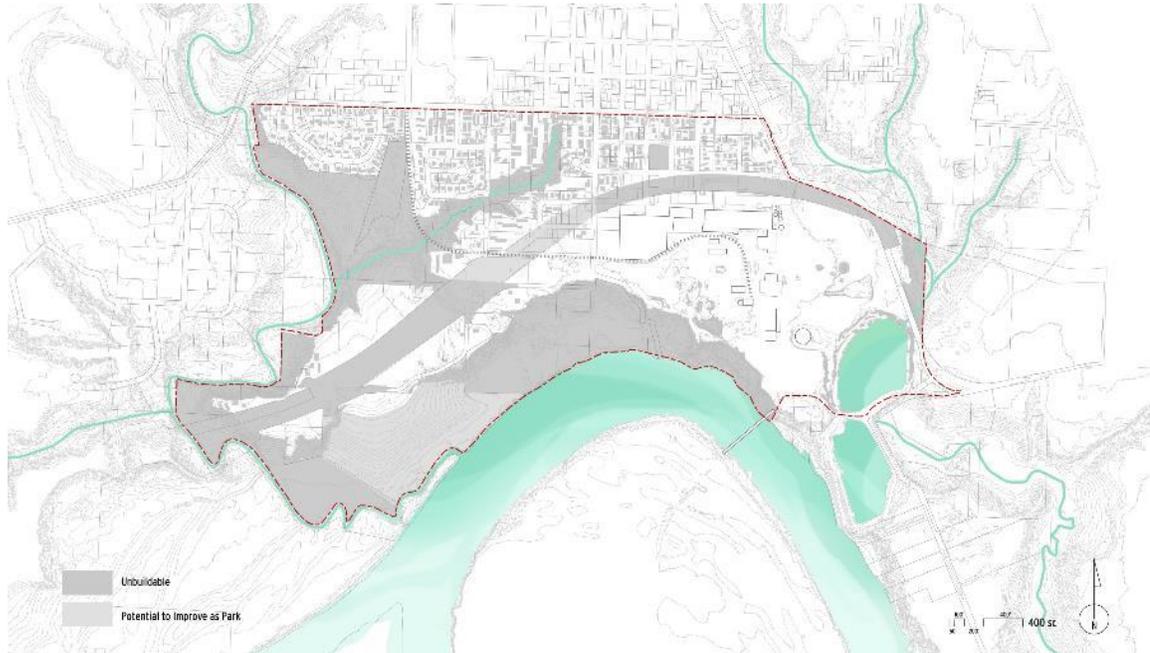


Physical Constraints

The Riverfront Area is roughly 460 acres in total, but it contains numerous natural and manmade features that limit development and connectivity to other areas. These unbuildable areas are shown in Figure 5. – Diagram of Unbuildable Area. Steep slopes, stream corridors, and floodplains associated with the Willamette River, Chehalem Creek, and Hess Creek surround the area. Phase 1 of the Newberg-Dundee Bypass bisects the area, and ODOT has acquired right-of-way for a future expansion of the roadway that would double its width. There are also two large parks in the area (Ewing Young Park and Roger’s Landing). A closed Yamhill County landfill and the Riverfront Industrial Site¹ represent large areas that may be available for certain uses in the future.

¹ As used in this plan, the “Riverfront Industrial Site” is the property east of S River Street, west of Wynooski Street, and south of the Newberg-Dundee Bypass.

Figure 5. Diagram of Unbuildable Land in the Riverfront Area (includes steep slopes, floodplain, bypass, existing parks)

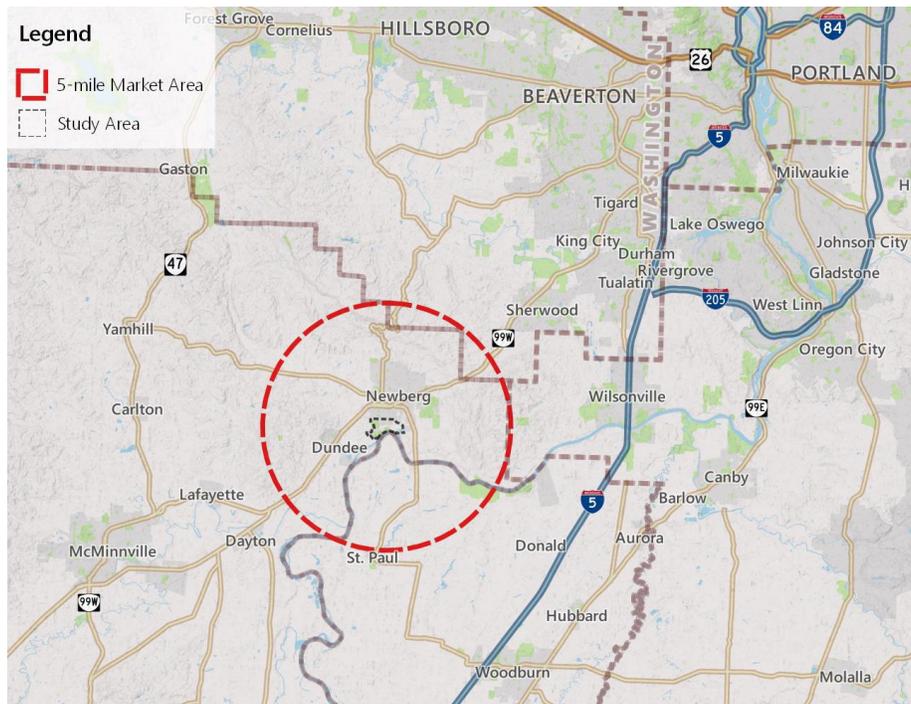


Market Analysis Summary

The Newberg Riverfront Master Plan Market Analysis² assessed conditions for residential, commercial, office, and industrial development, as well as public recreational facilities at the Riverfront. Market area for this analysis is approximately defined as a five-mile radius around the study area—roughly a 15-minute drive time from the Riverfront Area. Newberg’s market area represents the area from which the most demand for residential, commercial, and industrial growth will originate, and where most of the competitive development is located. Residents and businesses located in this area are the most likely groups to support retail on site, lease office space, and live in the study area.

² Full market analysis is provided in Appendix X of this report.

Figure 6. Regional Overview and Market Area



Major takeaways of the market analysis are summarized below.

- **Population Growth.** The Population Research Center at Portland State University (PSU) produces annual Population Estimates for Oregon and its counties and cities and has projected Newberg’s population growth by the year 2040 to outpace population growth in Yamhill County as a whole.
- **Employment Growth.** Almost half of all projected employment growth is expected to be in the industries of Educational and Health Services, Professional and Business Services, and Manufacturing. The fastest-growing industry is Professional and Business Services. Aside from manufacturing, these industries tend to drive the most demand for new office construction.
- **Housing Construction.** Since 2009, single family and multifamily housing have comprised the vast majority of all development in the market area. Single family development has comprised 59% of all building area, and multifamily has comprised 26% of all building area, for a total of 85% in both housing categories. This is due to relatively rapid population growth and ongoing housing scarcity in Yamhill County and the Portland metropolitan region. Feasible building forms within the Riverfront Area are likely to include detached single-family homes, townhouses, and garden apartments, generally ranging from at 6 to 30 units per acre. “Urban garden apartments” (three to four stories, with tuck-under parking) require higher rents than are currently being achieved in Newberg but could be feasible in the medium- to long-term.
- **Lodging Development.** Due to the area’s current industrial character, lack of commercial amenities on-site today, lack of major nearby employment clusters, and lack of visibility from major roadways, a hotel is not likely to be feasible in the near term. In the longer term, numerous amenities would improve prospects for hotel development, including: pedestrian and bicycle trails; additional parks, open spaces, and festival venues; restaurants and retail; wine tasting and wine-related uses; other residential and commercial development. The Riverfront will likely require a “destination hotel,” that is special and

differentiated from the Hwy 99W hotels now in Newberg, and also has a higher price point in order to justify the higher level of amenities. Numerous cities have transitioned their waterfronts from industrial to mixed-use. The Hood River and Independence waterfronts are two local examples, and both include hotels. Hood River “set the stage” with restaurants, retail, office space, and an exceptional series of parks and open spaces. Therefore, if place making amenities are built, and commercial amenities added, a hotel could be feasible in the medium or long-term. The more that a hotel developer needs to create these amenities “from scratch,” the more difficult the economics will be.

- **Special Amenities in the Riverfront Area.** Real estate developers and commercial tenants place a high value on quality of place and special amenities such as views, open space, and riverfronts (although these amenities can also limit visibility and access to larger market areas). In particular, restaurants, destination retail, housing, and lodging tend to pay a particular premium for these amenities, as seen in waterfronts around the Pacific Northwest such as RiverPlace in Portland, the Mill District in Bend, and First Street in Corvallis.

Figure 7. Examples of Riverfronts in Other Communities



Eugene



Bend



Hood River



Corvallis



Milwaukie



Salem

Regulatory Role of the Plan

The Newberg Riverfront Master Plan lays out the long-term vision for the Riverfront Area. It will be used as a guiding document for the City to plan for future growth and development in the Riverfront. Implementation measures will be completed over time and as opportunities arise. Amendments to development standards, Comprehensive Plan policies, and some zoning and plan designation changes are proposed for early implementation to begin setting the stage for redevelopment. It should be noted that much of the Riverfront south of the Newberg Dundee Bypass, including Riverfront Industrial Site, lies outside the Newberg city limits. Newberg regulations and zoning would only apply if the properties were annexed into the City.

VISION AND GOALS

Early in the process, the Newberg Riverfront Master Plan Citizens Advisory Committee (CAC) and Technical Advisory Committee (TAC) met to envision the potential future for the Riverfront Area. They brainstormed answers to this question: “Imagine you must leave Newberg to live on a beautiful South Sea island. You return in 20 years and the Riverfront Master Plan has been successfully implemented. You like what you see. What do you see?” Their ideas formed the basis for the Newberg Riverfront Vision and Goals, which provides a verbal snapshot of the Riverfront Area at build-out. These ideas were used to create a vision statement and project goals. This vision statement and its goals were then brought to the public in an in-person and on-line open house, creating the basis of the rest of this planning effort.

Figure 8. Word Cloud Diagrams of Visioning Exercise from the CAC (Left) and TAC (Right)

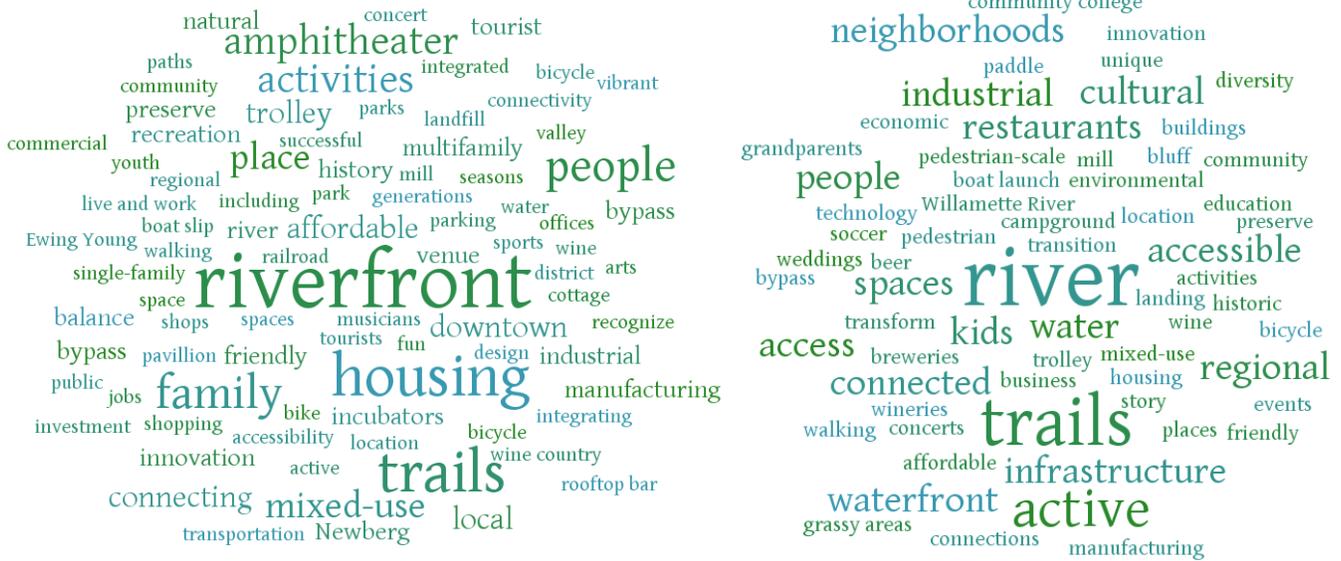


Figure 9. Vision Statement

Newberg’s riverfront will be a lively, lush, and economically thriving destination that is frequented by Newberg residents and visitors alike. As a local and regional destination, it will provide spaces for large events, as well as opportunities for families and individuals to gather, recreate, and relax. Safe and direct connections for walkers, bikers, and drivers will draw people to the riverfront from downtown and other areas of the city. A mix of residences, public spaces, services, commerce, and industrial uses will tie together through great design, creating a unique, mixed use setting on the Willamette River.

We envision:

- Regional trail connections both up- and down-river that take advantage of Newberg’s natural geography and scenic views
- Preserved natural areas around stream corridors that protect and enhance watershed health
- A place that connects visitors and residents to the history of this working waterfront and preserves historic infrastructure as a unique identifier of the river’s location in the city
- Recreation activities that are accessible by various transportation modes and designed for people of varying ages and abilities

Draft Newberg Riverfront Master Plan Narrative

- Space for large group activities, such as concerts, cultural gatherings, or sporting events
- A mix of uses that seamlessly integrates residential, commercial, and industrial development while preserving natural spaces
- A mix of open and covered spaces that provide opportunities for year-round activities
- A well-known destination that draws people from throughout the City and the region to Newberg's riverfront

Goals: The Newberg Riverfront Master Plan will:

- A. Provide a mix of land uses: public, residential, commercial/mixed use, and industrial.
- B. Plan for a multi-modal transportation network to provide access and connections to the rest of the city, especially Downtown Newberg.
- C. Preserve open space and incorporate natural features as part of the riverfront's strong sense of place.
- D. Honor the long history of waterfront industry at this location.
- E. Provide an open and transparent planning process.
- F. Engage a diverse group of stakeholders throughout the planning process.
- G. Create a plan that works for community members of all ages, abilities, and cultural backgrounds.



Planning Process

The Newberg Riverfront Master Plan process began in early spring 2018 and concluded in summer 2019. The process included active involvement from two advisory committees; riverfront area property owners and residents; as well as seniors, youth, service providers, regional and state agency partners, City and County officials, and staff. The planning process has been shaped and guided by the community through in-person and online input, including public workshops, advisory committee meetings, online surveys, and outreach through social media and at local community groups and public events.



Placeholder:
Timeline graphic showing original Comprehensive Plan adoption, 2002 master plan, bypass construction, new master plan adoption

The Newberg Riverfront Master Plan included an extensive public involvement component that was designed to provide early and ongoing opportunities for stakeholders to raise questions or concerns; to facilitate equitable and constructive communication between the public and the project team; and to empower community members to engage with the project. The process sought to provide the public with balanced and objective information to help them understand the issues, alternatives, opportunities, and solutions presented by the planning process. The outreach process built on the City's existing network of community groups, including youth groups and schools, senior centers, Rotary Club, Hispanic/Latino community groups, and local advocacy groups.

The Riverfront Master Plan process was guided by two advisory committees. The Technical Advisory Committee (TAC) included City staff, the Oregon Department of Transportation (ODOT) Transportation and Growth Management Program (TGM) grant manager, and representatives from key partner agencies including the Chehalem Park and Recreation District, Department of Land Conservation and Development (DLCD), Business Oregon, and Yamhill County. The Citizens Advisory Committee (CAC) included representation from area residents, property owners, community advocates, local businesses, service providers and agencies, and neighborhood groups. The Planning Commission and City Council were also involved at key points throughout the planning process.

Throughout the process the project team conducted a variety of outreach activities. Community members were informed about upcoming opportunities to participate in the planning process through postcards, posters, local

| Community Engagement by the Numbers | |
|-------------------------------------|---------------------------------|
| 5 | TAC/CAC meetings |
| 2 | open houses |
| 2 | online surveys |
| 6 | email campaigns |
| 502 | email deliveries |
| 22 | social media posts |
| 29,542 | post views |
| 3057 | clicks, likes, shares, comments |

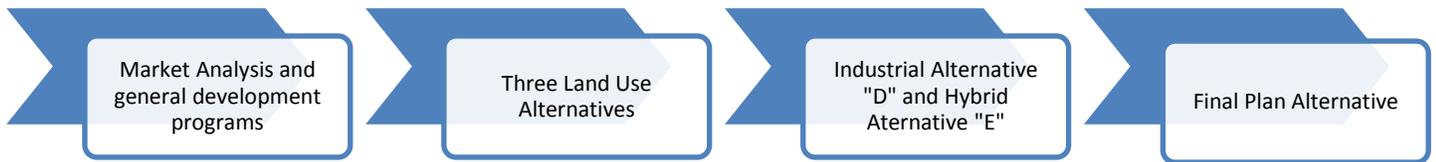
newspaper ads, social media outreach, the project website, and an interested parties email list. All community event promotions and project materials were translated into Spanish to better reach Newberg’s Latino community. Opportunities to participate included advisory committee meetings, in-person and online open houses, online surveys, tabling at citywide events, and targeted outreach to specific community groups. Through these various outreach opportunities, the plan was shaped by a diverse group of community members to form a vision and plan that truly reflects the community’s shared hopes and desires for the future of the Newberg Riverfront.

In summary, the Newberg Riverfront Master Plan process developed a strong vision for the future of the Newberg Riverfront Area. This vision was crafted by community

members, with guidance from advisory committees and the project team. Newberg residents expressed their desire for a lively, lush, and economically thriving area with a mix of uses, access to and views of the river, and a robust network of trails connecting the riverfront with destinations in other parts of the city and the region.

Alternatives Development

Figure 10. Diagram of Alternatives Development Process



This plan was developed through an analysis of several alternatives which tested various concepts for land uses in the area. Through this alternatives process, several key issues were discussed with the project committees and other stakeholders:

- The possibility of locating new housing east of River Street
- Types of uses that might be suitable for redeveloped portions of the Riverfront Industrial Site
- The importance of city-wide efforts to mitigate the effects of gentrification on lower-income neighborhoods
- The mix and balance of commercial, industrial, and other uses appropriate for the Riverfront Area

Additional information about the alternatives analysis can be found in Appendix A (Technical Memoranda) and Appendix B (Summary of public involvement).

Early in the planning process, three “development programs” were created to examine the opportunities of the Riverfront Area (see Figure 11). These programs helped describe the character portions of the Riverfront Area (some fully developed, some slated for development, and others with a less certain future) and led to the development of more detailed land use and transportation alternatives. These more detailed alternatives are shown in Figure 12, Figure 13, and Figure 14 and were the subject of significant discussion with the advisory committees and broader public.

In early 2019, the City of Newberg hosted representatives of WestRock (the owner of the Riverfront Mill Site) to discuss their plans for the property. At this meeting, WestRock representatives expressed their desires for the industrial designation on the site to remain unchanged, no new streets to be developed through the industrial site, and to only allow public trail access below the bluff.

Because of the timing of this input and the importance of WestRock as a property owner and potential future employment in the area, the project team prepared two updated alternatives to the TAC and CAC for further discussion. These alternatives are shown in Figure 15 and Figure 16. After additional TAC and CAC discussion, Alternative E emerged as the preferred alternative for this master plan.

Figure 11. Preliminary Development Alternatives of the Riverfront Master Plan

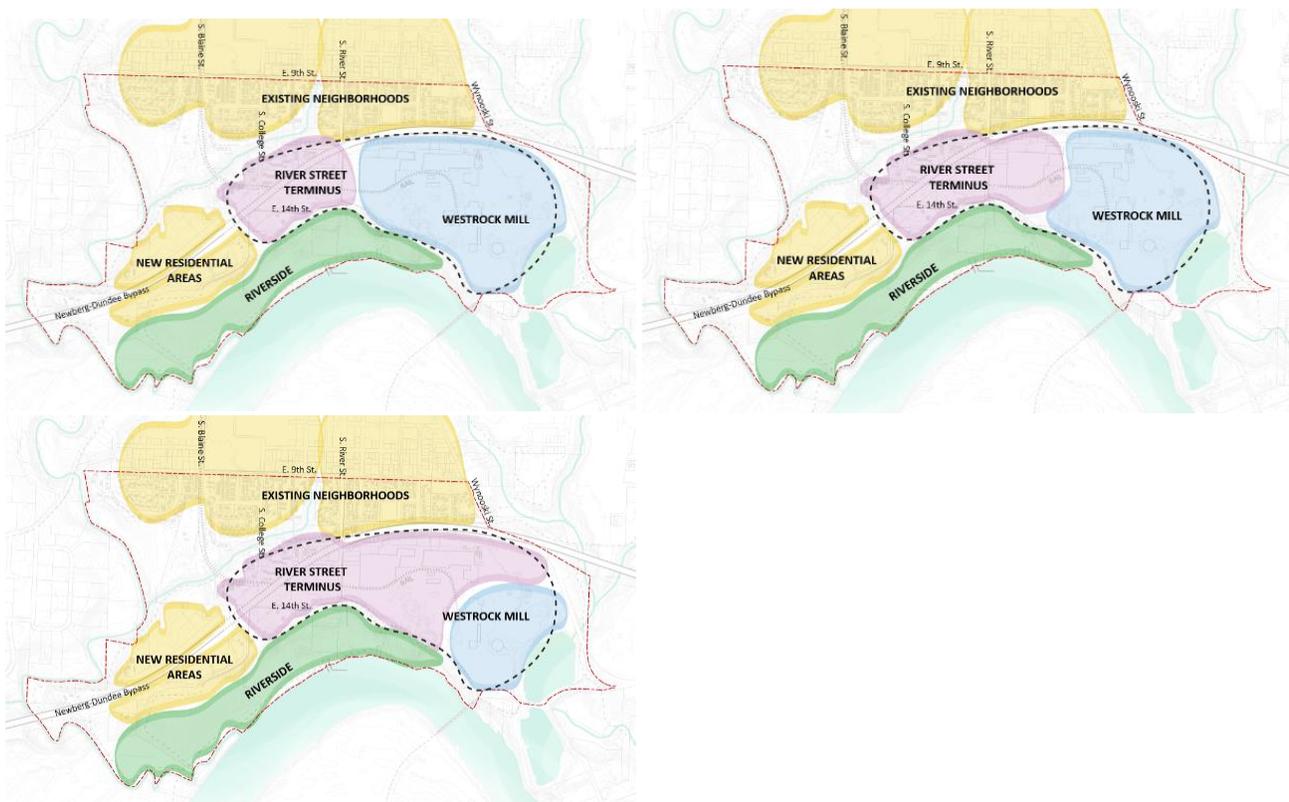


Figure 12. Land Use and Transportation Alternative A

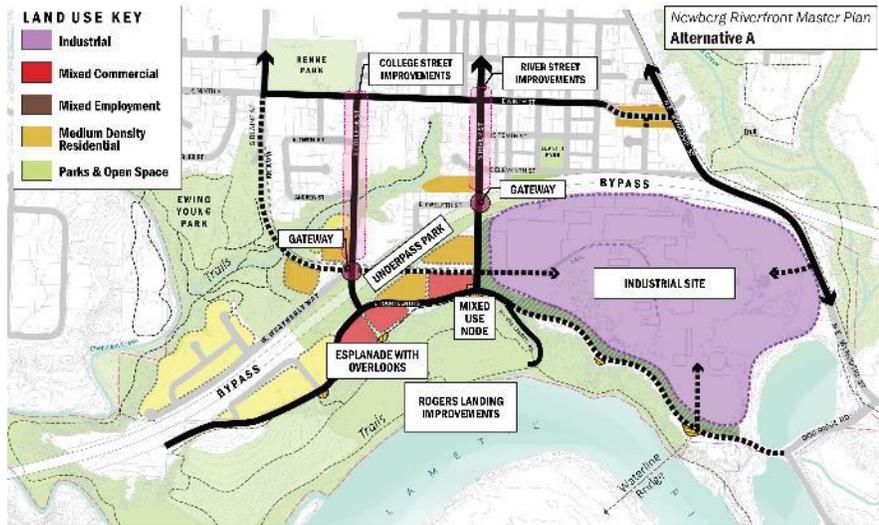


Figure 13. Land Use and Transportation Alternative B

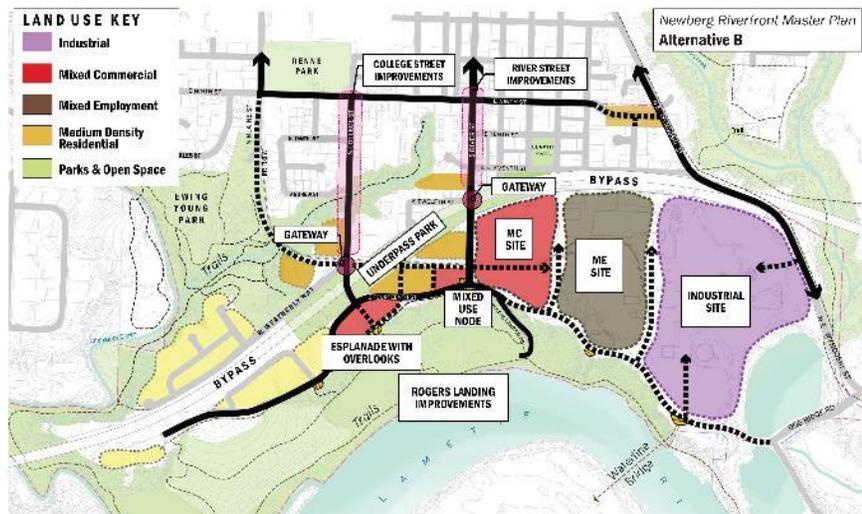


Figure 14. Land Use and Transportation Alternative C

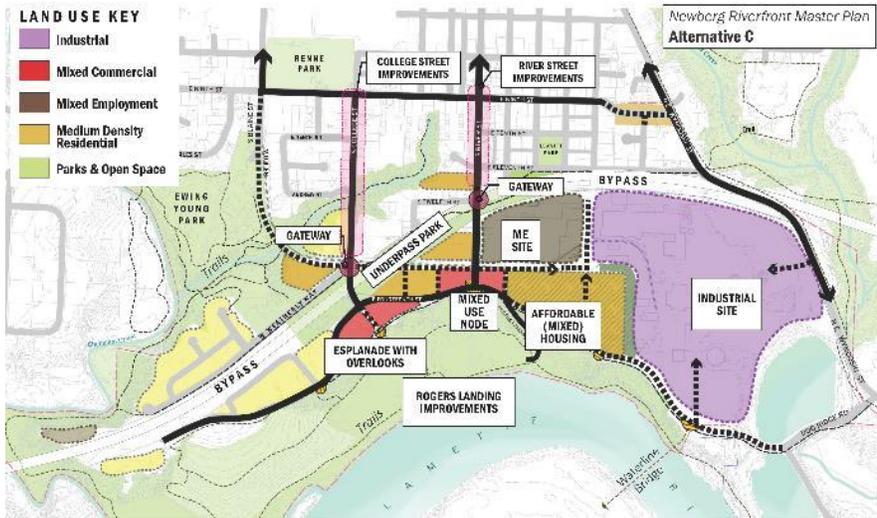
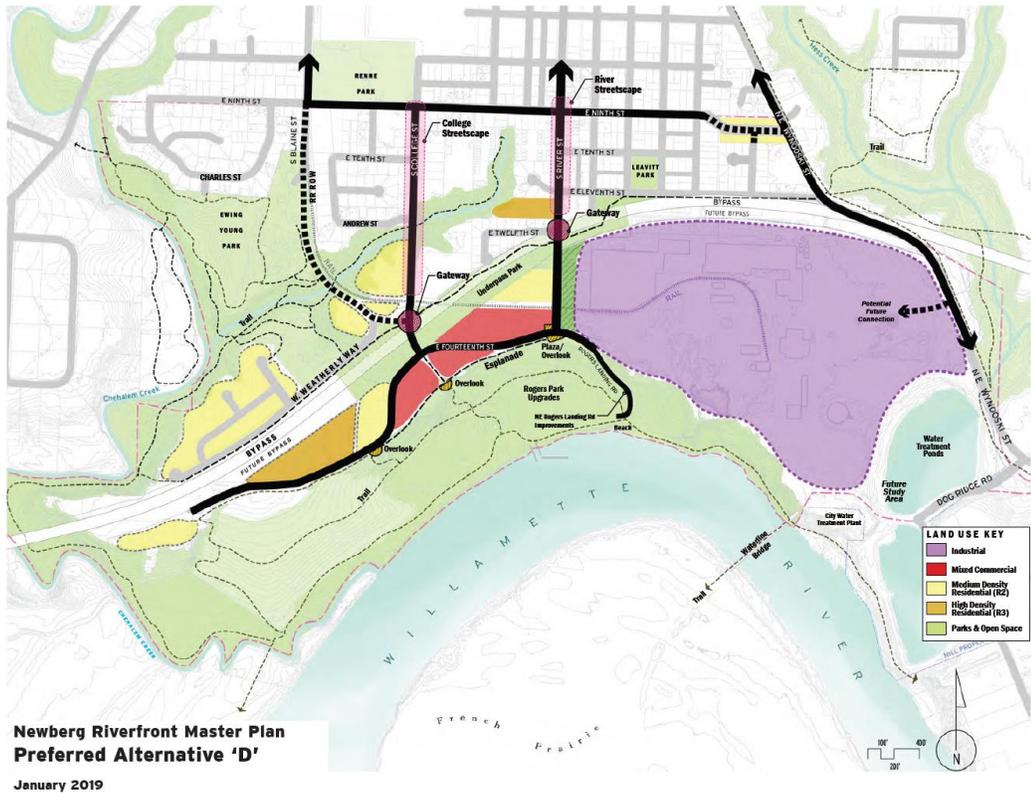
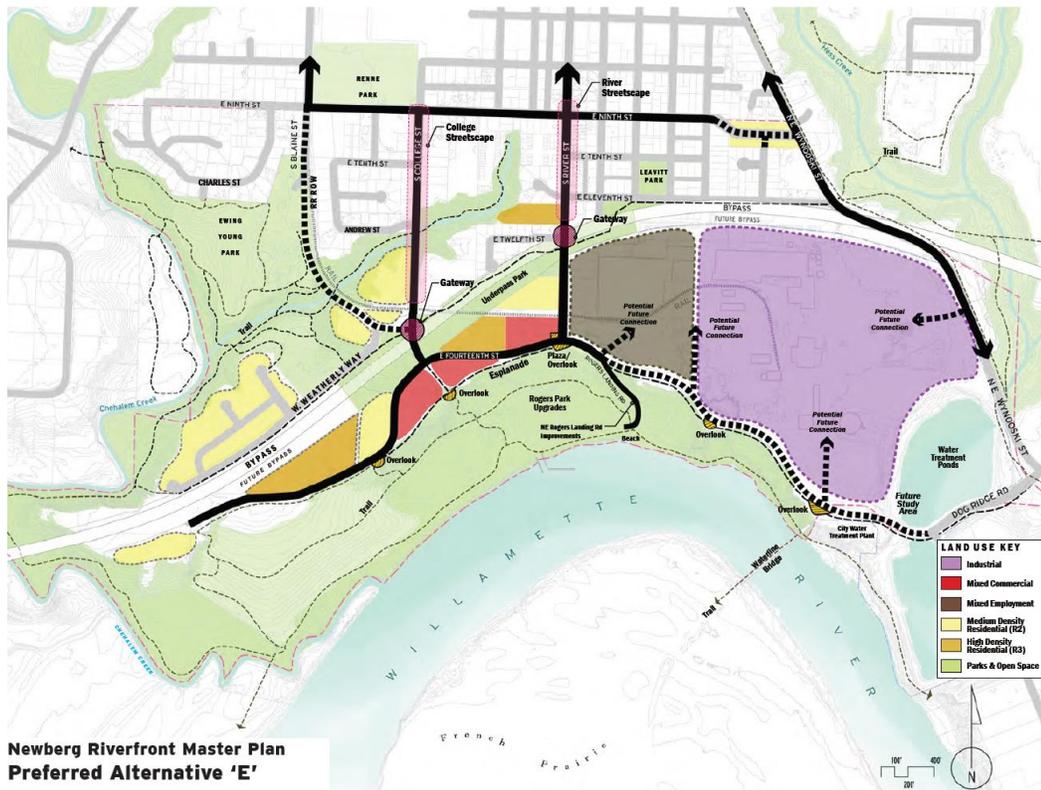


Figure 15. Land Use and Transportation Alternative D



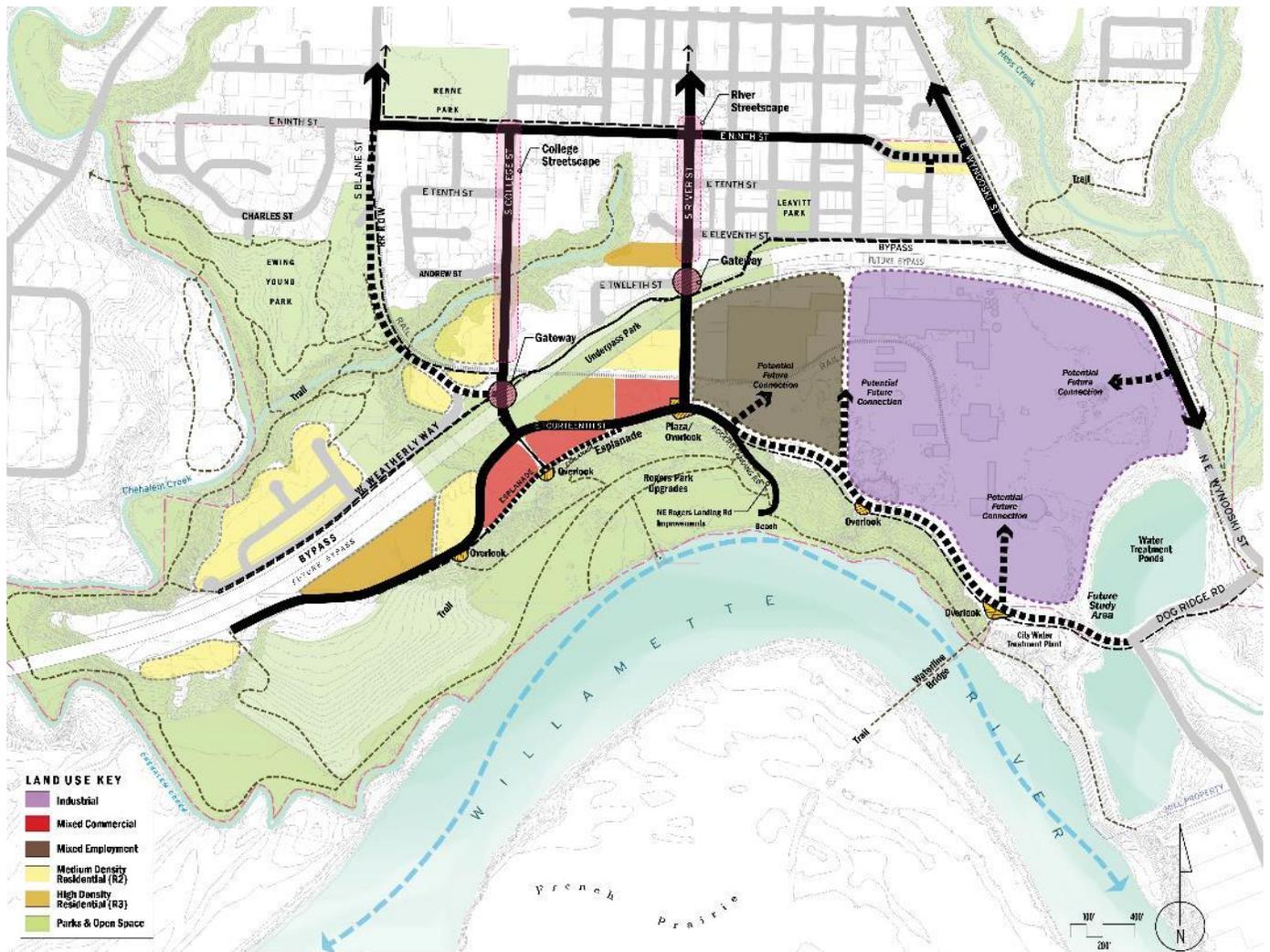
Newberg Riverfront Master Plan Preferred Alternative 'D'
January 2019

Figure 16. Land Use and Transportation Alternative E



THE RIVERFRONT MASTER PLAN – PREFERRED ALTERNATIVE

Figure 17. Riverfront Master Plan Diagram – Preferred Alternative (“Alternative E”)



Foundational Elements

The following items make up the foundational, directive components of all plan alternatives. Figure 18 shows the essence of these elements in what is sometimes called a “noble” or “parti” diagram.

Connections to the river. The basis for the Riverfront Master Plan is a strengthened connection between the City of Newberg and the Willamette River. This is accomplished both by providing greater access for Newberg residents to the river, as well as bringing water-related activity and users into the City itself.

Gateways. S College Street and S River Street are important connections between the City of Newberg and the Riverfront Area. Prominent gateway features are proposed where these streets cross under the Newberg—Dundee Bypass, to signal a transition and to welcome visitors and residents to the area.

Figure 18. River Street Gateway to an Active Riverfront District



Figure 19. Gateway Feature Examples



Streetscape Improvements. As documented in [Appendix X](#), many areas of the Riverfront have sub-standard roadways, a lack of ADA curb ramps, and poor bicycle infrastructure. Though the specifics have yet to be determined, it is the intent of this Master Plan that new development help improve infrastructure of existing, developed neighborhoods in the Riverfront.

S River Street. As a primary connection between the Riverfront Area and Downtown Newberg, S River Street plays an important role in the Master Plan.

Mixed-Use Node. A new mixed-use node is envisioned at the northwestern corner of S River Street and E Fourteenth Street, with scenic views and greatly improved access to the Riverfront Area itself. This key development is a hub of activity in the Riverfront Area, with multi-modal connections providing safe, comfortable, and convenient travel throughout the area and into Downtown Newberg.

Figure 20. Mixed Use Node Examples



Figure 21. Foundational Elements of the Riverfront Master Plan

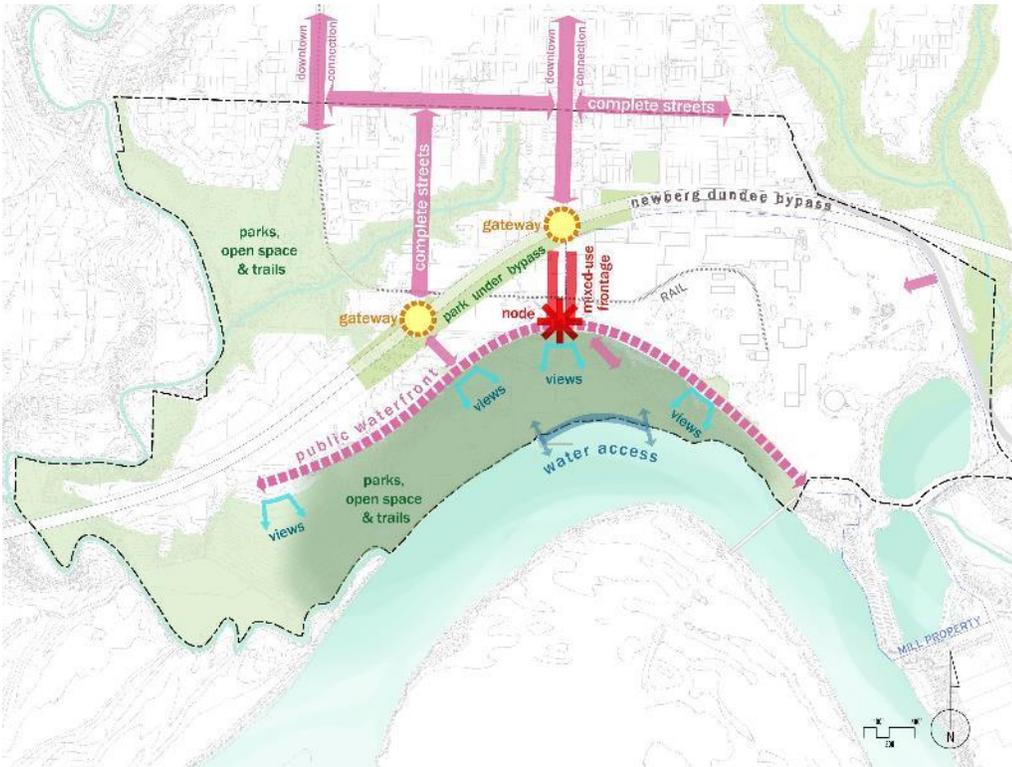
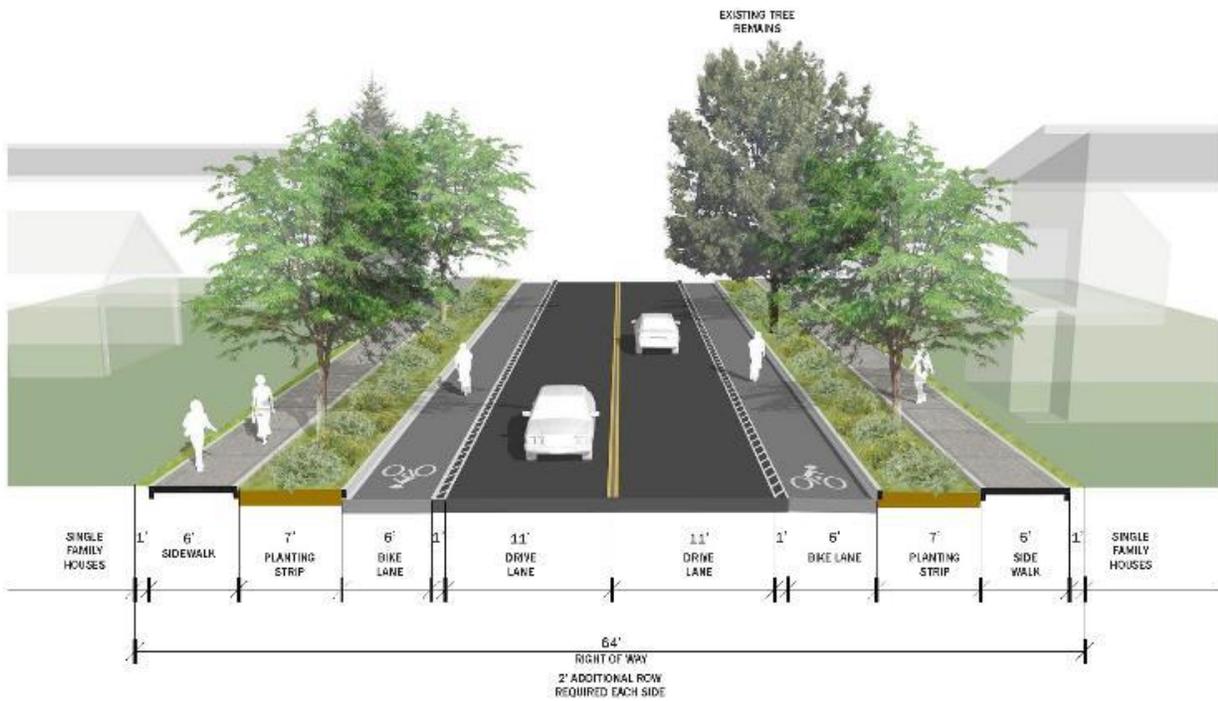


Figure 22. Existing River Street



Figure 23. Concept for S River Street, North of Newberg-Dundee Bypass



RIVER STREET PROPOSED | 64' ROW
NORTH OF BYPASS

Note to reviewers: This figure (Concept for S River Street, north of Newberg Dundee Bypass) will be updated to reduce the planter strip to 5.5 feet (6 with curb) and 5 foot sidewalk in order to keep 60 feet of ROW.

Figure 24. View of Waterline Bridge, a potential location for a bicycle/pedestrian crossing of the Willamette



Local and Regional Trails

New trails that connect to the City’s existing trail network have been the most desired feature of the Riverfront Plan mentioned during the City’s public outreach process. A network of trails are proposed throughout the Riverfront Area, connecting to parks in Newberg and to other destinations in the City and broader region. These trails are a combination of those adopted in the Chehalem Park & Recreation District’s long-range plans and new ideas that have been identified in the Riverfront planning process. In the longer term, connections from Rogers Landing south across the Waterline Bridge to the French Prairie, and west to Dundee may be possible, in collaboration with CHPRD and other partners. These trails and connections are shown on Figure 25 and Figure 26. General cross sections of the different types of trails are shown in Figure 27 and Figure 28. Trails and connections through the area include:

- Extension of the existing Bypass Trail between S River St to S College St
- Existing and new trails in Ewing Young Park, and connections between the park and other parts of the Riverfront Area
- Local and regional trail connections within and to Rogers Landing and other locations along the Willamette River
- Connections east of NE Wyooski
- Trails along Chehalem Creek
- A prominent pedestrian esplanade at the top of the bluff west of S River Street, and potentially connecting further east along the southern edge of the Riverfront Industrial Site
- Multi-use path along Rogers Landing Road (Figure 29)

Figure 25. Trails, Paths, and River Trail

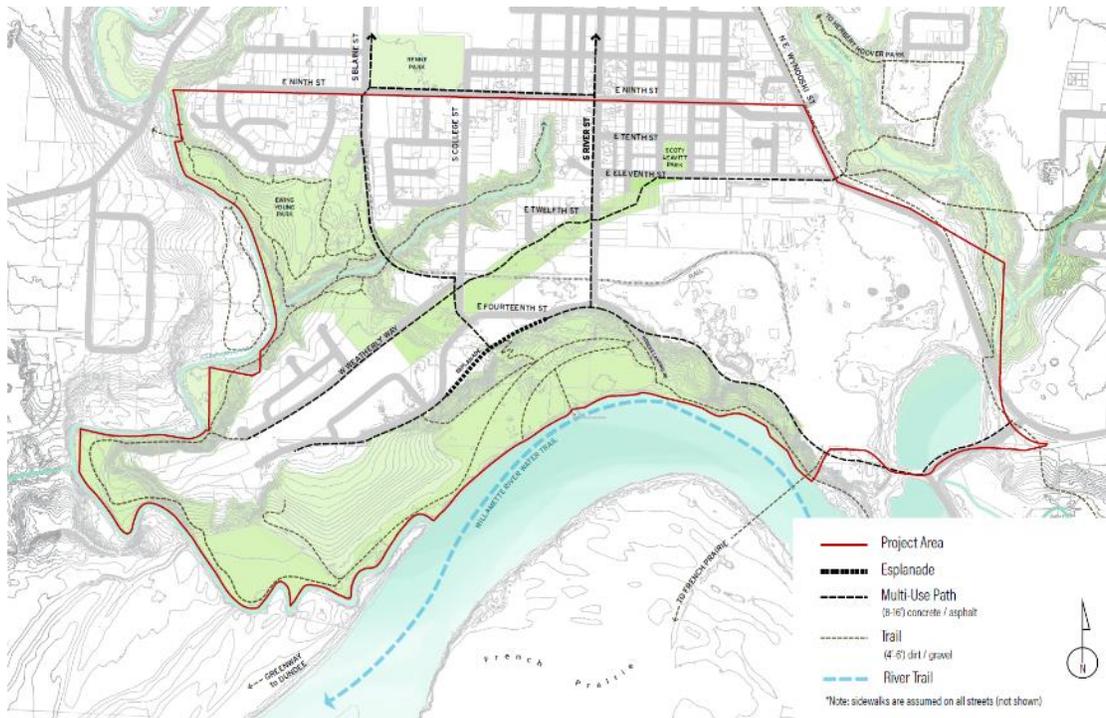


Figure 26. Local and Regional Trail System

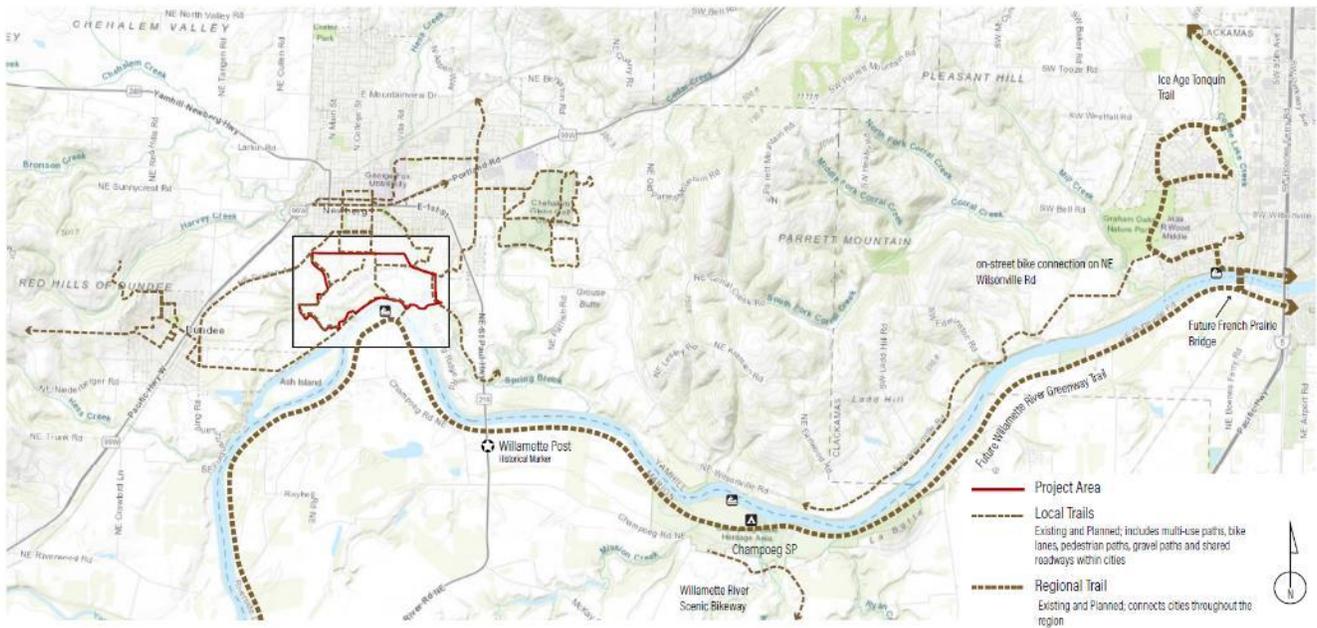


Figure 27. Nature Trail Cross Section

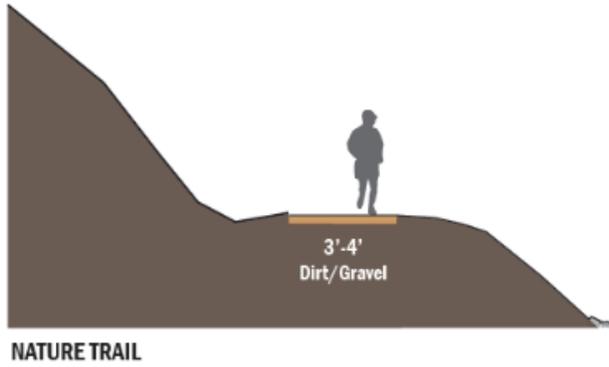


Figure 28. Urban Multi-Use Trail Cross Section

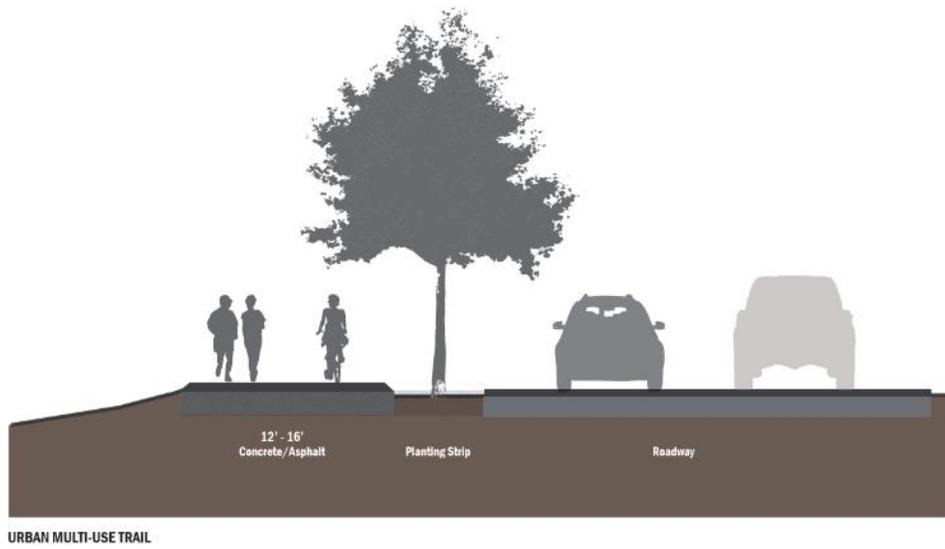


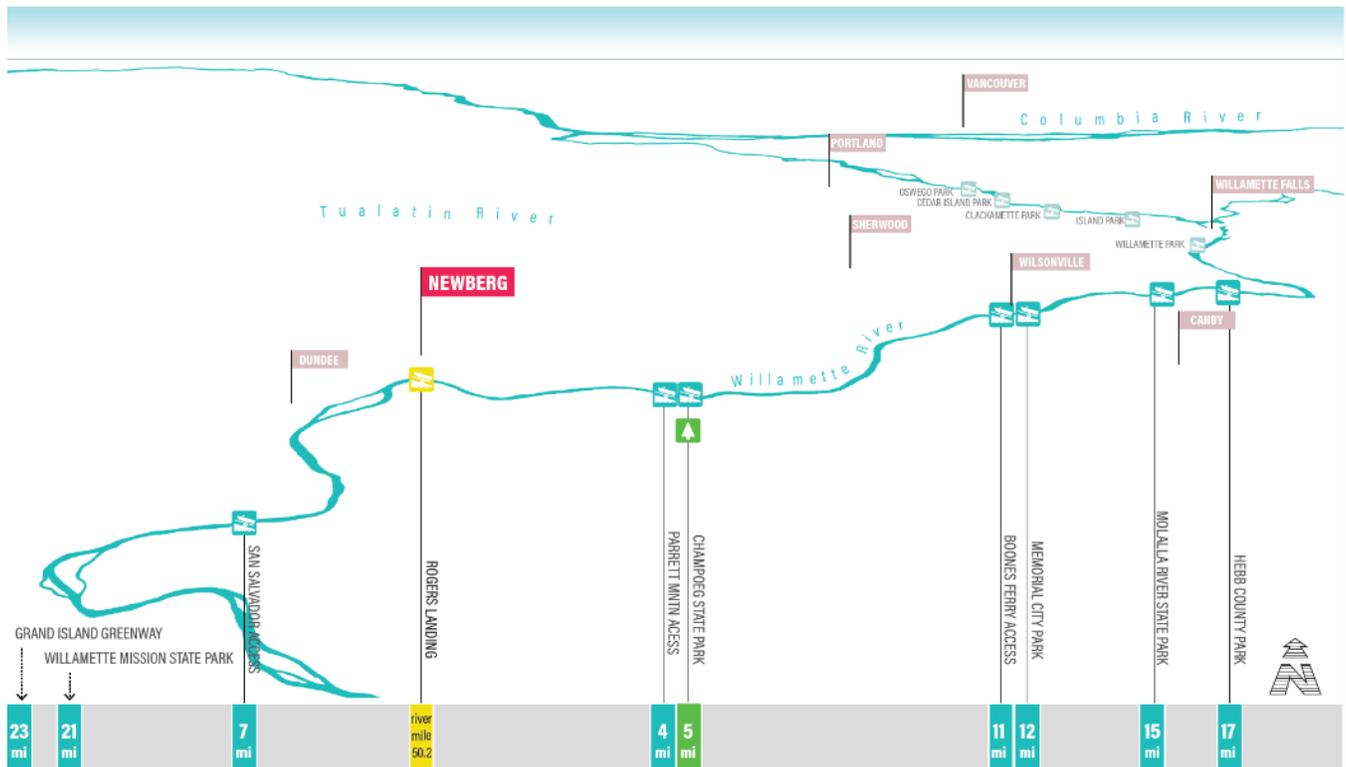
Figure 29. Cross-Section for Roger's Landing Road Multi-Use Path



Water Trails

“Water Trails,” or marked routes on navigable waterways for recreational use, are also a great opportunity for the Newberg Riverfront. Single- or multi-day trips along the Willamette River are a popular activity and may become more popular if the locks at Willamette Falls re-open. Figure 30 shows the distance from the Riverfront to other sites and amenities along the Willamette River.

Figure 30. Distance to Other River Recreation Amenities



Sidebar: Examples of Riverfront Trails in Other Communities



Figure 31. Example of Multi-modal Esplanade with Pedestrian-Oriented Developments in Vancouver, WA



Streets and Streetscape Improvements

S River Street and S College Street are key connections from the Riverfront Area to the rest of the City of Newberg. These streets will provide safe and convenient access for people on foot, on bicycles, and in automobiles. The following figures show existing and proposed right-of-way cross sections for S River Street. Conditions of S River Street transition to a more urban and active streetscape south of the bypass, and three options for the location of on-street bicycle facilities are shown. Streetscape design details will need further study before adoption into the Newberg Transportation System Plan.

Figure 32. Existing Cross-Section for South River Street



RIVER STREET NORTH OF E. NINTH STREET (looking north): 60' ROW



RIVER STREET BETWEEN BYPASS and E. NINTH STREET (looking north): 60' ROW



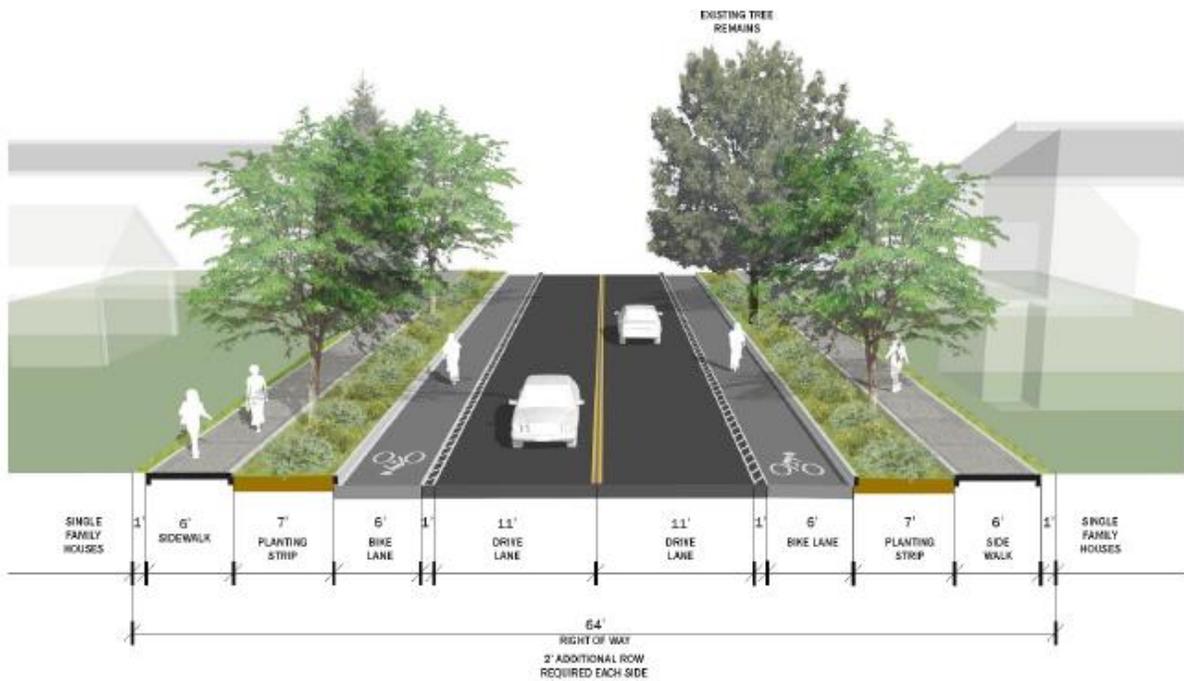
RIVER STREET EXISTING SECTION (looking north): 60' ROW

Figure 33. Typical Major Collector Cross Section from Newberg TSP



Note to reviewers: the above figure will be changed to 5' planters

Figure 34. Proposed Cross-Section for S River Street (North of Bypass)



RIVER STREET NORTH OF BYPASS PROPOSED SECTION (looking north): 64' ROW

Figure 35. Existing S River Street (South of Bypass)



RIVER STREET SOUTH OF BYPASS (looking north): ROW tbd

Figure 36. Proposed Cross-Section Options for S River Street (South of Bypass)



SOUTH RIVER STREET SOUTH OF BYPASS PROPOSED SECTION (looking north): 72' ROW, standard bike lane



SOUTH RIVER STREET SOUTH OF BYPASS PROPOSED SECTION (looking north): 72' ROW, cycle track bike lane option

Note to reviewers: In addition to the above two proposed sections, a third will be added that includes a narrow cross-section in more urban form. No bike lanes or buffer, wider shared path/sidewalk (12-15 feet) with tree wells.

Signature Parks



Riverfront Park. Roger’s Landing, and the open spaces adjacent to it, have the potential to be a signature greenspace along the Willamette River and an asset to adjacent development. All alternatives show improvements to the Riverfront in the vicinity of Roger’s Landing. The specific design of the park will be a joint effort between the City, property owners at the riverfront, the Chehalem Park & Recreation District, Yamhill County Parks, Oregon State Marine Board, and the broader community – guided by the Riverfront Master Plan. Specific park improvements associated with each alternative are described in later sections.



Underpass Park. The area generally between S River Street and S College Street beneath the Newberg-Dundee Bypass is an opportunity for a vibrant, active attraction that provides a transition between existing neighborhoods and the proposed new development south of the Bypass. A bypass park is a key feature of this plan and has received significant community interest. Figure 37 depicts concepts for this park, but a specific design will involve the City, Chehalem Park & Recreation District (CPRD), and Oregon Department of

Transportation (ODOT). Any improvements must be designed with consideration for the future expansion of the Newberg Dundee Bypass.

Figure 37. Possible Uses and Design of an Underpass Park



Ewing Young Park. Newberg’s Ewing Young Park includes a dog park, skate park, BMX track, a disc golf course and trails winding throughout. New trail connections to the park along the S Blaine Street Extension and Chehalem Creek tributary are shown on Figure 25.

Scott Leavitt Park. Scott Leavitt Park lies just north of the Newberg-Dundee Bypass at S Columbia between E 10th and E 11th. It includes grassy fields, a basketball court, and playground facilities. The park is tied into the Riverfront Area’s trail system via the Bypass Trail, as shown on Figure 25.

Amphitheater Area. An outdoor amphitheater for hosting concerts, theater events, and other community events could be a good fit for park areas near Rogers Landing. Images of similar features in other communities are provided on the following pages.

The conceptual park plan for the Riverfront Area taken as a whole is shown in Figure 38. This figure depicts how Newberg’s existing parks and trails, the Riverfront Area’s proposed new parks and trails, and multi-modal improvements on S College Street and S River Street work together to create a “green” network that draws people from downtown Newberg into the open space and waterfront amenities this plan provides – and vice versa.

Figure 38. Conceptual Park Plan



ESPLANADE



MULTI-USE PATH



OVERNIGHT MOORING



OVERLOOK



AMPHITHEATER



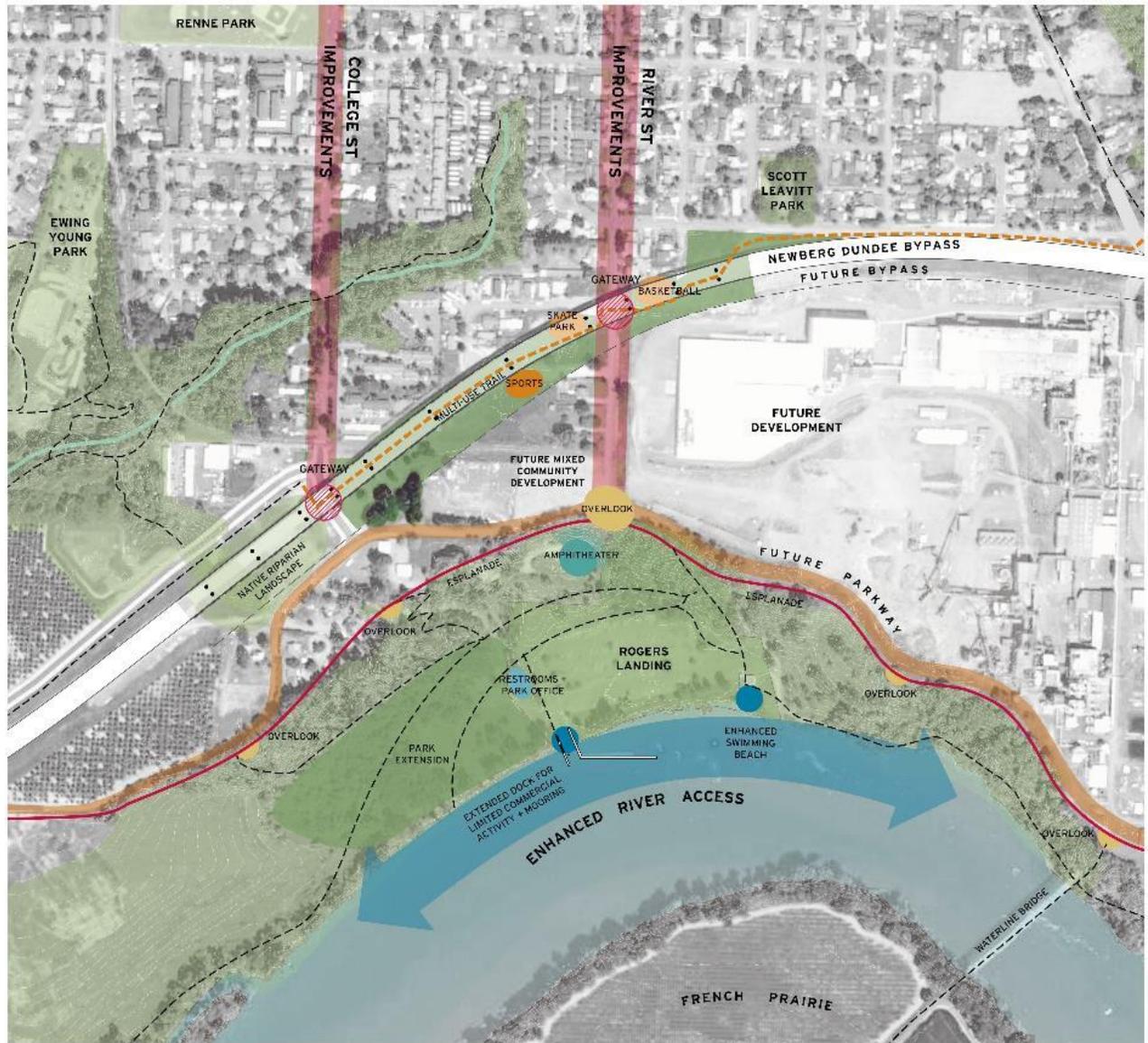
SKATE PARK



BASKETBALL



KIDS SPORTS FIELDS





Examples of amphitheaters built into hilly green areas



Open sandy beach can accommodate several light watercraft and pairs well with swimming activities

IMPLEMENTATION

How Will the Plan Be Carried Out?

The Newberg Riverfront Master Plan is intended to be a guiding document, providing direction for future actions related to projects to be undertaken and the partnerships to be formed to carry out a clearly defined vision, a set of guiding principles, and the conceptual plan for urban form, land use and transportation. Community partners include but are not limited to Chehalem Park and Recreation District, Yamhill County, Oregon Department of Transportation, and property owners. The Plan will be implemented in steps. Some actions will be initiated immediately; others will be initiated in the years to follow.

There are projects, actions, and partnerships that are expected to serve as catalysts for investment, development and redevelopment. In some cases, these catalyst activities require a refinement study to pin down a concept, a location, a footprint, or criteria for subsequent development proposals. Accordingly, the strategy identifies preliminary “setup” tasks or staffing resources/actions needed to enable projects to move forward (e.g., land assembly, property owner coordination, etc.). The Plan also proposes amendments to the City’s Comprehensive Plan and Development Code to carry out Plan intent and to achieve the uses, character, and densities envisioned.

Over time, certain major improvements will be made through a variety of funding sources, potentially including urban renewal. Other improvements will be the responsibility of proposers of specific development activities. One or more of the catalyst projects may come about as a result of a “public-private partnership”, a contractual arrangement tailor-made for each situation by which the public sector authority assigns certain functions or responsibilities to a private developer.

The important point is that the Riverfront Master Plan is both a community partnership and a long-term plan for the revitalization and growth of the area for decades to come, in alignment with a vision for the future of the area established by the community.

Incremental Implementation Strategy

The Riverfront Master Plan Incremental Implementation Strategy is described in greater detail in **Appendix X**. It focuses on the projects to be undertaken and the partnerships to be formed to carry out a clearly defined vision, a set of guiding principles, and the conceptual plan for urban form, land use and transportation. Community partners include but are not limited to Chehalem Park and Recreation District, Yamhill County, Oregon Department of Transportation, and property owners. The Plan will be implemented in steps. Some actions will be initiated immediately; others will be initiated in the years to follow.

This strategy allows the City of Newberg to review the Master Plan implementation on a regularly scheduled basis and make amendments as opportunity or changing community and economic circumstances necessitate. Should there be a desire to change implementation priorities or shift the emphasis of a particular project, this action plan and update process provides the mechanism for doing so within the context of reviewing the plan as a whole.

In addition, the strategy identifies those short-term actions needing to occur in each of the next three years to set the stage for the activities to be programmed for the next year. The Implementation Strategy calls for the City to develop and maintain a short-term strategic action plan for phasing and carrying out the Plan's improvements and actions.

Action Plan Concept

For a plan to be the "chart for change" it is intended to be, it must be accompanied by an implementation program – a strategy indicating the appropriate tools, actions and timelines for carrying out the plan. The Implementation Action Plan to carry out the Newberg Riverfront Master Plan focuses on the following:

- Changes to the City's Comprehensive Plan, development code, and implementing ordinances
- Future infrastructure improvements
- Development and community projects important for creating a climate of investment within the area
- Actions to be taken and partnerships to be formed
- Sources of funding for improvements within the area
- Time frame for initiating key actions and projects.

How the Strategy Works

The Plan's vision and desired outcomes should be examined on a regularly scheduled basis to ascertain the current status of progress in achieving them and actions for moving ahead in each of the next three years. The activities for Year 1 should be tied to the City's annual operating budget. The activities identified for Year 2 and Year 3 would serve as a placeholder or indication of anticipated action-related resource needs for the coming two years. While the status of these activities should be reviewed and subsequent activities adjusted as necessary on a regular basis, the strategy should retain the flexibility to accommodate other high-priority projects, projects that require immediate funding, or projects that can be opportunistic as partnerships arise with other agencies.

The City should identify the coordinating body responsible for the monitoring, development, and update of the Incremental Implementation Strategy, and for the coordination of the various City departmental activities to

fund and/or carry out the strategy. City staff or the identified coordinating body would provide the City Council with a regularly scheduled status report on implementation activities. This regular monitoring, reporting, and updating help to keep the Riverfront Master Plan flexible and current, keeps all City departments and project partners focused on carrying out this important public policy objective, and keeps the implementation of the Riverfront Master Plan on the “front burner.”

Types of Strategies

Implementation strategies are broken down into three broad categories:

- 1. Regulatory Actions.** These include changes to the existing development code and supporting documents. Regulatory actions also include new programs or regulations necessary to implement the Riverfront Plan. Regulatory actions are covered briefly here and will be covered in separate memos that focus on regulatory changes.
- 2. Funding and Organizational Strategies.** These include projects to support existing businesses and bolster economic activity within the Riverfront.
- 3. Infrastructure Investments.** These include streetscape and other multimodal improvements (bicycle, pedestrian, and transit), as well as stormwater, wastewater, and other infrastructure projects. Several of these projects are interconnected and, where appropriate, identified in the same time frame for completion. Where feasible, **Quick Win** projects are identified where improvements can be completed with relatively little cost and build momentum for the Riverfront Area.

Summary of Improvements and Actions

Key

| | |
|---|--|
| ✓ | Study, Design and Engineering |
| ✓ | Implement Program or Build Improvement |
| | Continue; ongoing action |

| Improvements and Actions | Near Term | | | | Mid-Term | Long Term | |
|---|--------------|-----|-----|-----|----------|-----------|-------------|
| | Target Year: | 1 | 2 | 3 | 4 | 5 - 10 | 10+ |
| | | '20 | '21 | '22 | '23 | '24 - '29 | '30 onwards |
| 1. Regulatory and Administrative Actions | | | | | | | |
| a Comp. Plan Amendments | ✓ | | | | | | |
| b Zoning Code Changes | ✓ | | | | | | |
| 2. Funding, Studies and Organizational Actions | | | | | | | |
| A. Organizational | | | | | | | |
| a Conduct an Urban Renewal Feasibility Study | ✓ | | | | | | |
| b Urban Renewal District and Board Creation | | ✓ | | | | | |
| c Urban Renewal Plan and Report | | ✓ | | | | | |
| d Urban Renewal District Formation | | ✓ | | | | | |
| e Riverfront Implementation Working Group | | ✓ | ✓ | | | | |
| f Baker Rock Partnership | | ✓ | | | | | |
| B. WestRock Site | | | | | | | |
| a Maintain relationship with the industrial site's owners | | | | | | | |
| b Pursue (EPA) Brownfields Grants | | | | | ✓ | ✓ | |
| c Identify options for the industrial site's ponds | | | | | ✓ | ✓ | |
| d Pursue development of property west of S River St | | | | | ✓ | ✓ | |
| C. Evaluate and Consider Implementing Other Tools | | | | | | | |
| h Evaluate Anti-displacement Measures | | | ✓ | ✓ | | | |
| i Multifamily Housing Tax Incentive Program | ✓ | ✓ | | | | | |
| j Opportunity Zone/Fund | ✓ | ✓ | | | | | |
| k Construction Excise Tax Study | ✓ | ✓ | | | | | |
| l New Market Tax Credits | | | | ✓ | ✓ | | |
| m EB-5 Program | | | | ✓ | ✓ | | |
| l Other District Infrastructure Funding Tools | | | | ✓ | ✓ | | |

Summary Matrix of Improvements and Actions, Continued

Key

| | |
|---|--|
| ✓ | Study, Design and Engineering |
| ✓ | Implement Program or Build Improvement |
| | Continue; ongoing action |

| Improvements and Actions | Near Term | | | | Mid-Term | Long Term | |
|--|--------------|-----|-----|-----|----------|-----------|-------------|
| | Target Year: | 1 | 2 | 3 | 4 | 5 - 10 | 10+ |
| | | '19 | '20 | '21 | '22 | '23 - '28 | '29 onwards |
| 3. Infrastructure Improvements, Projects, and Actions | | | | | | | |
| A. Quick Wins | | | | | | | |
| a Selected Rogers Landing Improvements | | ✓ | ✓ | ✓ | ✓ | | |
| b Underpass Park | | ✓ | ✓ | ✓ | ✓ | | |
| B. Transportation | | | | | | | |
| a Esplanade and Overlooks | | | ✓ | ✓ | | ✓ | |
| b S Blaine Street Extension | | | | | | ✓ | ✓ |
| c Rodgers Landing Extension | | | | | | | |
| d S College Street Improvements | | | | | ✓ | ✓ | ✓ |
| e S River Street Improvements | | | ✓ | ✓ | | ✓ | |
| f E Ninth Street Improvements | | | ✓ | ✓ | | ✓ | |
| g Wyooski Street Improvements | | | | | ✓ | ✓ | ✓ |
| h E Fourteenth Street Sidewalks | | | ✓ | ✓ | | ✓ | |
| i E Eleventh Street Sidewalks | | | ✓ | ✓ | | ✓ | |
| j E Ninth Street Bike Boulevard | | | ✓ | ✓ | | ✓ | |
| k E Eleventh Street Bike Boulevard | | | ✓ | ✓ | | ✓ | |
| l Trolley | | | | | | ✓ | |
| C. Parks and Open Space | | | | | | | |
| a Esplanade and Overlooks | | | | ✓ | ✓ | ✓ | |
| b Gateways | | ✓ | ✓ | | ✓ | | |
| c Rogers Landing Improvements | | | | ✓ | ✓ | ✓ | |
| d Waterline Bridge Improvements | | | | | | ✓ | ✓ |
| D. Stormwater, Wastewater, and Other | | | | | | | |
| a Water Distribution System Improvements | | | ✓ | ✓ | ✓ | ✓ | ✓ |
| b Wastewater System Improvements | | | ✓ | ✓ | ✓ | ✓ | ✓ |
| c Stormwater System Improvements | | | ✓ | ✓ | ✓ | ✓ | ✓ |
| d Regional Stormwater Facility Study | | | | | | ✓ | ✓ |

Regulatory Actions

Regulatory actions are an essential first step toward realizing the vision of the Riverfront Master Plan. Changing City regulations is also squarely within the City’s authority, whereas other actions described later require the City to work with other public agencies or private entities to effect change.

Amend the Comprehensive Plan to Reflect the Intent of the Riverfront Plan

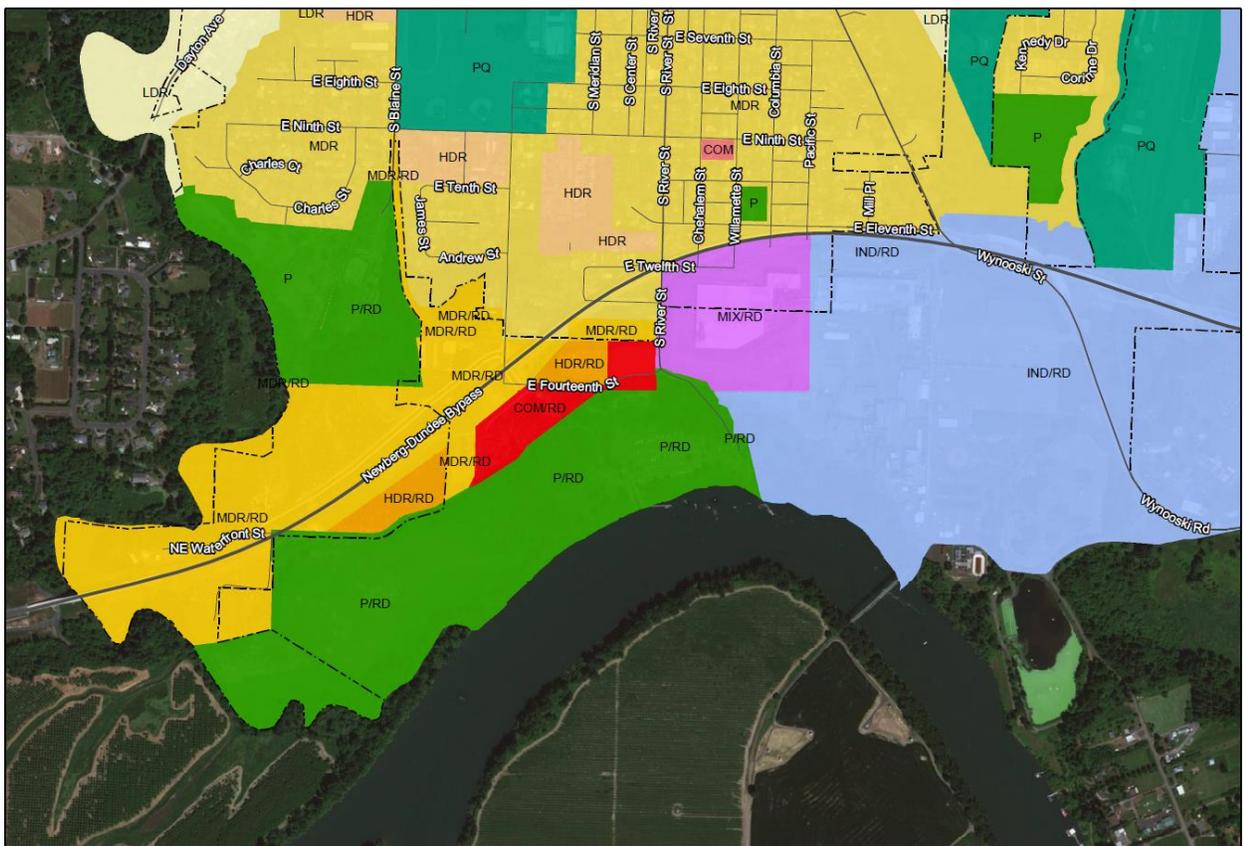
The City of Newberg’s Comprehensive Plan is a set of policies and map of land use designations that guide growth and development within the Newberg Urban Growth Boundary (UGB). It includes several existing policies related to the Riverfront District, put into place by the 2002 Riverfront Master Plan, many of which need to be revised because they are out of date or inconsistent with the current vision for the area.

Updates include:

- Removing references to the “Smurfit Newsprint Processing Plant”
- Revising policies to more closely match the vision and goals of this plan
- Updating references to the Newberg-Dundee bypass
- Amending the boundary of the Riverfront District classification to include the Riverfront Industrial Site.

Detailed changes to the Comprehensive Plan are provided in **Appendix X**.

Figure 39. Proposed Comprehensive Plan Designations



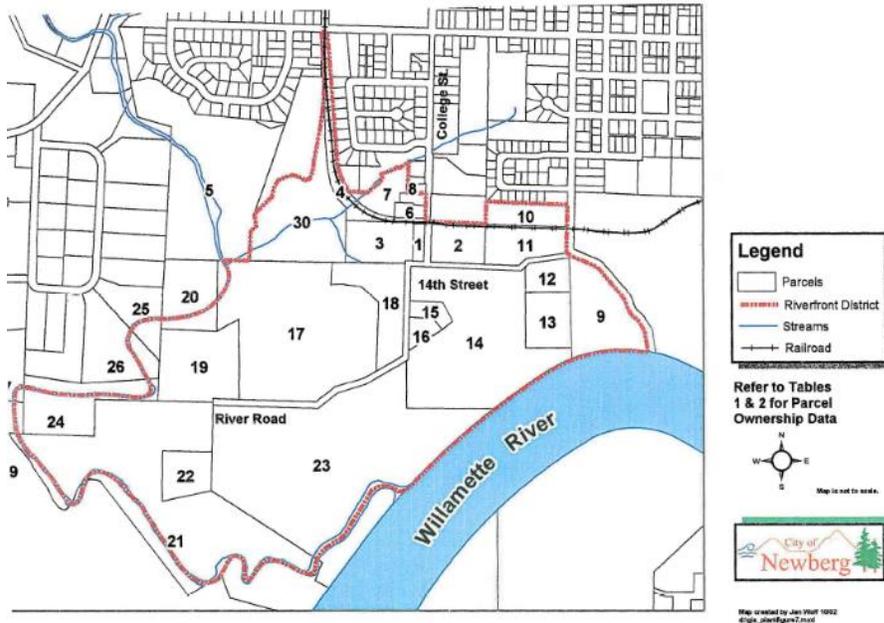
Legend

City Limits

Amend the Zoning Map and Development Code to Reflect the Intent of the Riverfront Plan

This Master Plan will be implemented by a combination of the Riverfront Subdistrict and the base zoning of individual parcels in the area as described in this section.

Figure 40. Map showing Riverfront District established in the 2002 Riverfront Plan



The Riverfront Subdistrict

As part of the City of Newberg’s 2002 Riverfront Master Plan, the City created the Riverfront Subdistrict (15.352) to encourage access to the Willamette River and allow for specific design standards for development in the area. For this Master Plan Update, we recommend amending this overlay as the primary zoning vehicle to implement the plan for the following reasons:

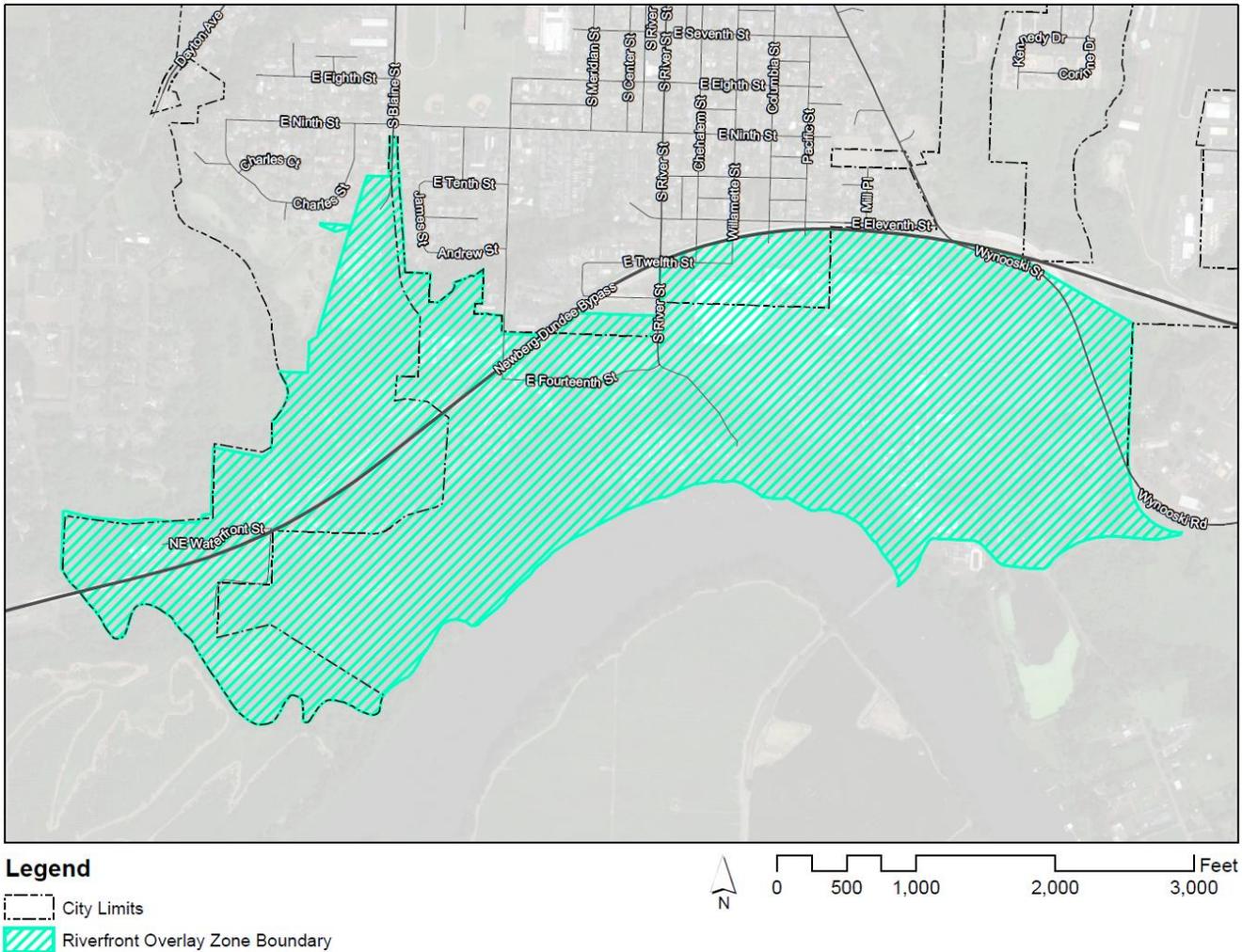
- Updating the existing zoning regime, rather than relying on entirely new code language, will reduce the amount of new and unfamiliar material for the City to administer.
- The Riverfront Subdistrict applies to several properties today – removing this sub-district would change the zoning designation on these properties whereas amendments to the text may be seen as less of a change.
- One of the key components of the Riverfront Master Plan is a cohesive district-focused set of design and connectivity requirements. This can be more easily accomplished with one unifying set of standards within a sub-district than across several base zones.

Today, the Riverfront District lies mostly outside of the Newberg City Limits (but within the Urban Growth Boundary). It should be noted that the Newberg Development Code currently identifies the Riverfront Subdistrict overlay with a RF designation, but the Comprehensive Plan and Zoning Maps were adopted with an RD overlay designation. To address this inconsistency, the amendments include changing all RF code references to RD. All new code language will use the RD overlay designation

The key features of the overlay zone include:

- Zoning designations that allow for a mix of uses in the riverfront area, including employment, housing, commercial, active and passive open space, and water uses
- Requirements for pedestrian-oriented development
- Buffers and/or transitions between industrial uses and other uses
- Multi-modal connections within the study area and to other destinations
- Commercial uses related to Rogers Landing (boat rentals, concessions)
- Visual and physical access to the river

Figure 41. Riverfront District Overlay Map



Base Zones

In addition to the Riverfront Overlay, there are two additional zoning designations intended to implement the Riverfront Master Plan.

Riverfront Commercial (C-4) Zone

The City of Newberg currently has a C-4 Riverfront Commercial District, which was created by the 2002 Riverfront Master Plan, intended to be consistent with the COM/RD designation of the comprehensive plan. This zoning designation is not applied to any parcels in Newberg, as the commercially-designated area of the Riverfront District lies outside the current City Limits

The purpose of the C-4 zone is to allow a mix of uses that:

- a. Provides a variety of retail and commercial service type uses that benefit from proximity to the river
- b. Encourages physical and visual access to the Willamette River through pedestrian connections to the Riverfront Area's trail network and river viewpoints
- c. Ensures compatibility of development with the surrounding area and minimizes impacts on the environment

Mixed Employment Zone

The new Mixed Employment (M-E) Zone allows for a mix of light industrial and limited commercial uses intended to create a buffer between heavy industrial uses and pedestrian-friendly, mixed-use development within the core of the Riverfront District. With the establishment of a new zone that implements the Industrial and Mixed-Use Comprehensive Plan designations, the City or individual property owners may consider applying the M-E zone elsewhere in Newberg.

Amendments to the Newberg Development Code that implement the new M-E zone are included in **Appendix X**.

Industrial Zoning

No changes to the comprehensive plan designation of the eastern portion of the Riverfront Industrial Site are proposed. If the property were to annex to the City of Newberg, it would be given one or more industrial zoning designations. The most appropriate designation(s) will depend upon the specific uses and circumstances of the annexation.

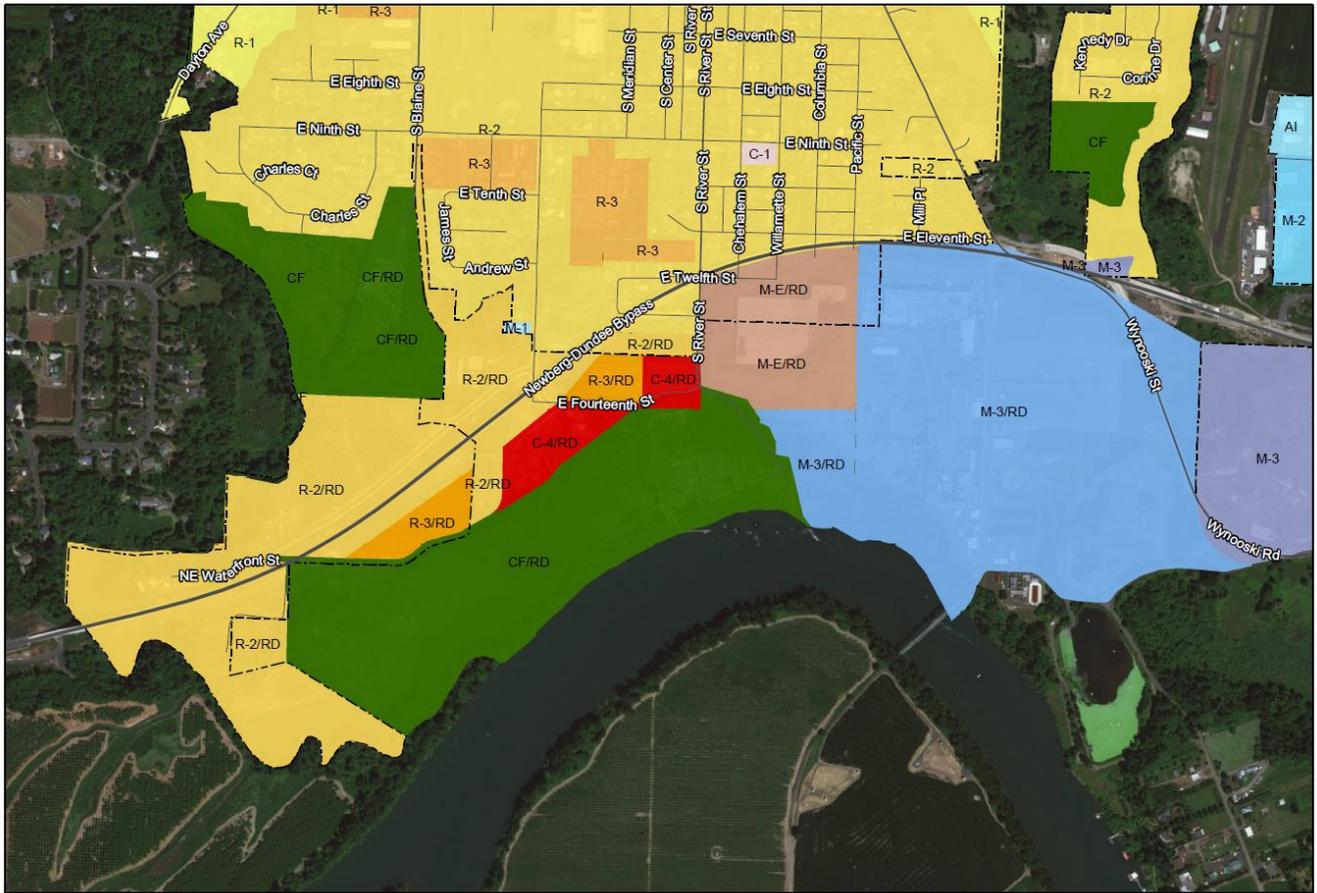
Community Facilities Zone

The Community Facilities (CF) zone will allow for the continuation and improvement of park and recreation uses throughout the Willamette Riverfront. Ewing Young park is also zoned CF.

Residential Zones

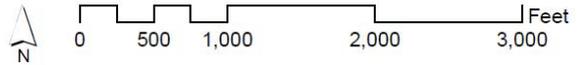
Residential land is zoned either R-2 Medium Density Residential or R-3 High Density Residential. Within the Riverfront Overlay District, specific design requirements apply, including orientation toward the esplanade and providing a pleasant pedestrian environment.

Figure 42. Proposed Zoning Designations



Legend

 City Limits



Funding, Studies, and Organizational Actions

The actions below enable all of the big ideas to be realized, transcending any one individual concept. These actions provide the funding mechanisms and organizational structure for carrying out the other projects and actions in the Plan. These actions include:

Conduct an Urban Renewal Feasibility Study and Plan that includes the Riverfront

Urban Renewal is typically the most powerful tool available for Cities seeking to renew or redevelop a specific area or district. Urban Renewal enables Cities and other government agencies to plan, fund, and implement significant public infrastructure improvements, and thereby catalyze private development.

Consider Appointing a Riverfront Implementation Working Group or Committee

Plans that enjoy the support of a dedicated group or committee are more likely to be implemented over time. Following the completion of downtown plans, merchants' associations or Business Improvement District (BID) boards are often an important constituent group that works to see that the recommendations in a plan are implemented.

Explore Partnering with Baker Rock Property Owners

A public-private partnership with Baker Rock may help realize the City's vision for developing property at the terminus of S College Street and the envisioned pedestrian esplanade. There may be opportunities for the transfer of property adjacent to the Willamette River to the park district for parks, trails, and open space uses.

Riverfront Industrial Site

The Riverfront Industrial Site remains an important part of the Riverfront Area given its size and impact on access to the area, regardless of whether it remains an industrial operation or transitions to an alternative use in the future. In the coming years, we anticipate several associated projects and studies to take place in partnership with the site's owners. If or when the time comes that the owners of the Riverfront Industrial Site decide to transition the site to an alternative use, these studies will lay the foundation to transition some of the land to employment, lodging, commercial, and/or public open space uses. Some of the strategies for supporting the Riverfront Industrial Site include:

- Pursue Brownfields Grants from the EPA and/or other agencies.
- Maintain a strong working relationship with the Riverfront Industrial Site owners and pursue partnership opportunities.
- Identify alternative options for the industrial site's ponds. If industrial uses shrink in the future, the need for the wastewater treatment ponds may be reduced. Transitioning these ponds to tax-generating uses, stormwater facilities, and/or open space should be a long-term goal.
- Pursue development of property west of S River Street. The property at the terminus of S River Street is a key node for the Riverfront Master Plan. Its development as a mixed use node has many community benefits and should be pursued by the City in partnership with property owners.

Evaluate and Consider Implementing other Funding and Tools

The State of Oregon enables the use of a variety of tools to help facilitate development as envisioned within this Plan and they should be considered for application within the Newberg Riverfront. These tools include:

- Evaluate anti-displacement Measures for the Riverfront Area and nearby neighborhoods

- Multifamily Housing Tax Incentive Program (MHTIP)
- Opportunity Zones and Opportunity Funds
- Construction Excise Tax for Affordable Housing
- New Market Tax Credits
- EB-5 Program
- Other District-Infrastructure Funding Tools

Infrastructure Improvements, Projects, and Actions

The following sections provide additional detail about the specific infrastructure projects. The implementation of these projects first requires identifying the actions and preliminary subtasks that need to be taken, as well as the timeframe within which they should be initiated (and by whom).

Quick Wins

Identifying and planning for some highly-visible, high-impact activities and projects will help to promote and generate ongoing support for the Newberg Riverfront Plan. These “quick wins” help to keep the team and community engaged and energized, particularly through less visible activities like data collection and analysis. The Underpass Park and some of the improvements at Rogers Landing Park are two quick wins identified for the Newberg Riverfront. Improvements to Rogers Landing Park and development of the Underpass Park will likely have initial phases that are “quick wins”, followed by other phased improvements. Additional quick wins should be identified as the implementation strategy shifts to accommodate priorities and budgets.

- **Rogers Landing.** Within Rogers Landing, quick wins may include the following:
 - Construction of pedestrian accessways
 - Construction of trails through the Baker Rock property and onto the area currently occupied by the landfill
 - A park planning process in collaboration with the Chehalem Park and Recreation District and Yamhill County Parks to engage the community in park design
 - Modest investment in park facilities, such as playgrounds, picnic areas, and a small amphitheater
- **Underpass Park.** The Underpass Park will provide active recreational space beneath the Newberg-Dundee Bypass. Coordination with ODOT – who will need to approve the project – and the Chehalem Park & Recreation District are critical first steps to creating this community facility. Subsequent steps include community engagement, design and cost estimates, and construction. Temporary or short-term uses, such as farm stands, lawn games, and other active uses under the bypass could drive attention to the area prior to the implementation of park infrastructure, either as part of a broader park planning process or simply to demonstrate public interest.

Transportation

Transportation projects include new multi-modal facilities, streetscape improvements, new roads and extensions to existing roads, and a trolley connecting to downtown Newberg.

- **Esplanade and Overlooks.** The esplanade (walkways) and overlooks are likely to be a joint responsibility of Chehalem Park & Recreation District, the City of Newberg, and property owners. While the project should be seamless and continuous, there will likely be different implementing agencies (and different funding sources) for various segments.

- **Streetscape Improvements.** A significant goal of the project is increased connectivity throughout the Riverfront area. Major streetscape projects will require design improvements and cost estimates, incorporating projects into the City’s Capital Improvement Plan (CIP) and/or other funding plan, and construction are the three main actions needed for streetscape improvements. Specific projects include:
 - S Blaine Street Extension – E Ninth St to S College St
 - Rodgers Landing Road Extension (Willamette River to UGB)
 - S College Street Improvements – S Ninth St to E Fourteenth St
 - S River Street Improvements – S First St to Bypass
 - E Ninth Street Improvements – Bypass to Rogers Landing Rd
 - Wynooski Street Improvements – S River St to Bypass
 - E Fourteenth Street Sidewalks – S College St to S River St
 - E Eleventh Street Sidewalks – S River St to Wynooski
 - E Ninth St Bike Boulevard – S Blaine St to S River St
 - E Eleventh Street Bike Boulevard – East of S River Street
 - Trolley (linked to Downtown Plan and Tourism Strategy)

Table 1. Transportation Improvements and Cost Estimates

| Segment | TSP Project # | Type | Est. Cost |
|-----------------------------|---------------|-----------------|-------------|
| S Blaine St Extension | E04 | Major Collector | \$1,800,000 |
| Rogers Landing Rd Extension | E06 | Major Collector | \$1,400,000 |
| S College St Improvements | - | Minor Collector | \$2,925,000 |
| S River St Improvements | S22 | Major Collector | \$3,200,000 |
| S River St Improvements | - | Major Collector | \$1,215,000 |
| Wynooski St Improvements | S37 | Major Collector | \$4,400,000 |
| E Ninth St Sidewalks | P08 | - | \$86,000 |
| E Fourteenth St Sidewalks | P09 | - | \$83,000 |
| E Eleventh St Sidewalks | P12 | - | \$78,000 |
| E Ninth St Bike Blvd | B05 | - | \$118,000 |
| E Eleventh St Bike Blvd | B05 | - | \$120,000 |

Over the long-term, local roads in the Riverfront area will also need to be brought up to current City standards, which may include sidewalks and ADA ramps, among other components.

- **Update the Transportation System Plan to reflect needed changes as identified by the TPR analysis.** Projects relevant to the TPR include: Adopt alternate mobility targets in Newberg – the intersection of S River Street and OR 99W is expected to meet the new mobility targets

- Incorporate intersection control upgrade (traffic signal) at the intersection of S Blaine Street / OR 99W (E First Street) to support mobility need to/from the Riverfront Area into corridor improvements related to the Downtown Improvement Plan.
- Incorporate intersection control upgrade (traffic signal) at the intersection of N Blaine Street / OR 99W (E Hancock Street) to support mobility need to/from the Riverfront Area into corridor improvements related to the Downtown Improvement Plan. Pending review by the state traffic engineer, this improvement would be identified in the TSP.

While not required to address TPR, the following finding should be considered in future planning efforts related to the Riverfront Area.

- While the intersection of OR 219/NE Wyooski Road would meet mobility targets, it is a key gateway that provides access to the Riverfront Area. The traffic analysis indicates that the intersection would have high delay from the Wyooski Road approach. While the traffic forecasts do not meet the minimum minor street approach thresholds for traffic signal warrants, this location should continue to be monitored for future signalization or traffic control needs.

Parks, Trails & Open Space

Parks and open space projects include gateways, parks, and trails and walkways (including pedestrian bridges).

- **Gateways.** Gateways inform visitors of their arrival to the Riverfront and in conjunction with a clear system of directional wayfinding signage can make the Riverfront a more legible, identifiable, and easily accessible destination. Both the S River Street Gateway and the S College Street Gateway should be specifically identified in a *Streetscape, Wayfinding, and Gateway Plan*, which will identify the types and locations for streetscape features, wayfinding markers, gateways, and other components of the pedestrian realm. The plan will inform, guide, and be coordinated with other big ideas.
- **Trails.** The Plan proposes several new or improved trails throughout the Riverfront, including those in Ewing Young Park, along Chehalem Creek, and along the riverfront. Establishing trails will require coordination with the Chehalem Park & Recreation District and Yamhill County, discussions with property owners, utilities, and other stakeholders. If successful, these discussions would be followed by the preparation of a trail plan and design, and subsequent acquisition of easements, real property, or use agreements to enable improvement, operation, and maintenance of the trail. Construction would follow as funding and approvals permit. Efforts should also be made to coordinate with the Chehalem Park & Recreation District and the County on a regional trail network that provides additional connections to surrounding amenities.

The following table provides specific details relating to trail construction costs. Nature trails are generally bark chip, gravel, or earth surface, and urban multi-use trails are typically concrete or asphalt. An additional 25 percent is expected for right-of-way acquisition, engineering, permitting, and other costs, as well as a 30 percent contingency.

Table 2. Trail Cost Estimates

| Segment | Type | Length/ Width | \$/SF | Est. Cost |
|-------------------------------|-----------------|------------------|---------|-----------|
| Ewing Young Park | Nature Trail | 11,125, 6 ft | \$4.00 | \$339,000 |
| Hess Creek | Nature Trail | 9,425, 6 ft | \$4.00 | \$226,200 |
| Chehalem Creek | Nature Trail | 14,570, 6 ft | \$5.50 | \$480,810 |
| S River St to S College St | Urban multi-use | 1,350, 12 ft | \$6.00 | \$97,200 |
| Esplanade, west of S River St | Urban multi-use | 1,520, 10 ft | \$10.00 | \$152,000 |
| Esplanade, south of mill | Urban multi-use | 3,940, 10 ft | \$10.00 | \$394,000 |
| Rogers Landing Road | Urban multi-use | 780, 12 ft | \$12.50 | \$117,000 |

- **Rogers Landing Improvements.** While there are a few low-cost improvements that may be considered “quick wins,” most of the project components associated with Roger’s Landing will be longer-term improvements. These will likely include the study, design and engineering, and construction of the following:

 - Pedestrian access to Rogers Landing
 - Amphitheater
 - Landfill park area (Study landfill and determine if it can be used as a park)
 - Dog Park
 - Beach/swimming access
 - Waterfront improvements including potential boat rentals and overnight barge moorage.
- **Improve the Waterline Bridge.** The Waterline Bridge provides a regionally significant opportunity to connect the Riverfront Area to Champoeg State Park. Options to add pedestrian and bicycle access to the bridge and subsequently across the river would considerably improve the regional network. Improvements would need to be preceded by an engineering study to assess the structural integrity of the bridge. The City should also continue to coordinate with Chehalem Park & Recreation District (CPRD) and Yamhill County in order to leverage other efforts and funding sources if and when the opportunity arises.

Water, Sewer, & Stormwater

Existing utilities within the project area include wastewater, stormwater, potable water, and private utilities (electricity, natural gas, and telecommunications). Much of the Riverfront Area is relatively underdeveloped, so existing utilities are limited in extent and size. Improvements to the water, sewer, and stormwater infrastructure will be necessary in order to support the plan, as described below.

Water System

Existing System

The existing water system is owned and operated by the City of Newberg. The study area is served by three reservoirs: the North Valley Reservoir Nos. 1 and 2 located on the north side of the City, and the Corral Creek Reservoir, located east of the City. These reservoirs are fed by transmission mains from the water treatment plant, which is located on the southeast corner of the study area. A well field south of the study area supplies a

portion of the City's water, which is conveyed to their water treatment plant. A water transmission main conveys treated drinking water from the treatment plant north through the Riverfront Industrial Site to the rest of the City.

The area north of the Bypass is served by an existing water distribution network, with distribution mains 2 to 8 inches in diameter. Several properties just south of the Bypass, including the Riverfront Industrial Site, are also served by water main extensions from the distribution system north of the Bypass.

The City of Newberg has a re-use water system, which is currently confined to the City's Wastewater Treatment Plant and nearby golf course for part of the year. The Riverfront Industrial Site property has water rights to water from the Willamette River, and this privately-owned non-potable water was used in the past for mill operations.

Recommended Improvements

Recommended improvements to the existing potable water system are illustrated in Figure 43 and summarized below. It should be noted that the developer of the Riverfront Industrial Site has the capability of using the existing non-potable water system infrastructure, and water rights.

- ***Extend a Water Distribution Main West from the Transmission Main.*** To serve new development south of the Bypass, a water distribution main can be extended west from the transmission main near the water treatment plant. This new water distribution main should extend to the western portion of the study area and should connect to the existing water system to the north where possible to provide a fully looped system.
- ***Extend a Water Main from S College Street.*** To serve the north side of the Bypass, a water main could be extended from S College Street southwest along S Weatherly Way. This water main should also be connected to the water main serving the area south of the Bypass to provide a fully looped system
- ***Improve the Water Distribution Network North of the Bypass.*** The existing mains are relatively small and will likely not provide sufficient fire flow for future connections as the area south of the Bypass develops. The minimum size of water distribution mains will be 8-inches, per City standards. Final sizing will require a more in-depth analysis to ensure that minimum fire flow is maintained throughout the water system in accordance with City standards.

Figure 43. Recommended Water System Improvements

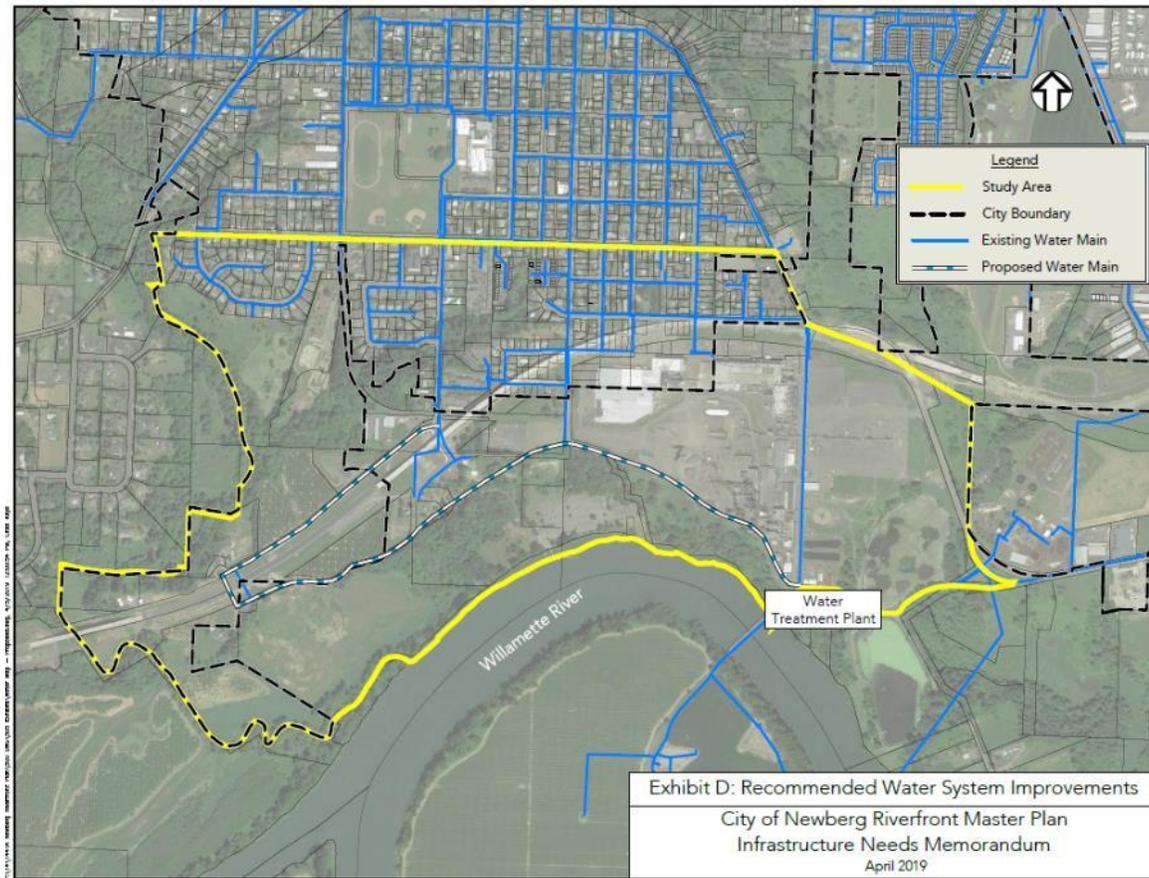


Table 3. Water Improvements and Cost Estimates

| Description | Sub-basin | Size/Length | \$/LF | Est. Cost |
|-------------|-----------|------------------|-------|-------------|
| Water Main | B | 8-inch, 8,200 ft | \$290 | \$2,372,490 |

Wastewater System

Existing System

Existing wastewater infrastructure within the Riverfront Area is mostly limited to the area north of the Bypass. The City of Newberg’s wastewater treatment plant is located just east of the project study area.

The portion of the study area north of the Bypass is currently served by two lift stations (the Charles Lift Station and the Andrew Lift Station) and a network of gravity sewer mains and trunk lines, which ultimately convey wastewater to the City’s wastewater treatment plant. A small lift station also serves Rogers Landing, conveying wastewater to the gravity sewer system to the north. The Riverfront Industrial Site is served by a single gravity sewer connection at the northwest corner of the site.

A map of the existing wastewater system within the project limits is shown in Figure 44. The City’s 2018 Wastewater Master Plan recommends improvements to the existing wastewater system within the planning area. The Wastewater Master Plan proposed abandoning the Charles Lift Station and Andrew Lift Station in the

northeast portion of the study area, and replacing them with a single lift station (the Riverfront Lift Station) and a series of gravity mains (projects C4.b and C3.b in the Wastewater Master Plan). The Riverfront Lift Station would also serve a portion of the southeast portion of the study area with several gravity sewer extensions to the south and the east. The Wastewater Master Plan also recommended upsizing several gravity mains within the study area to convey future flows. No wastewater improvements are described for the eastern portion of the study area.

Recommended Improvements

- **Improve the Wastewater System.** The planning area currently lacks a complete wastewater system and will require extensive sewer infrastructure improvements to serve new development. Approximately six gravity mains, one force main, and a Riverfront Lift Station are recommended.

Figure 44. Recommended Wastewater System Improvements

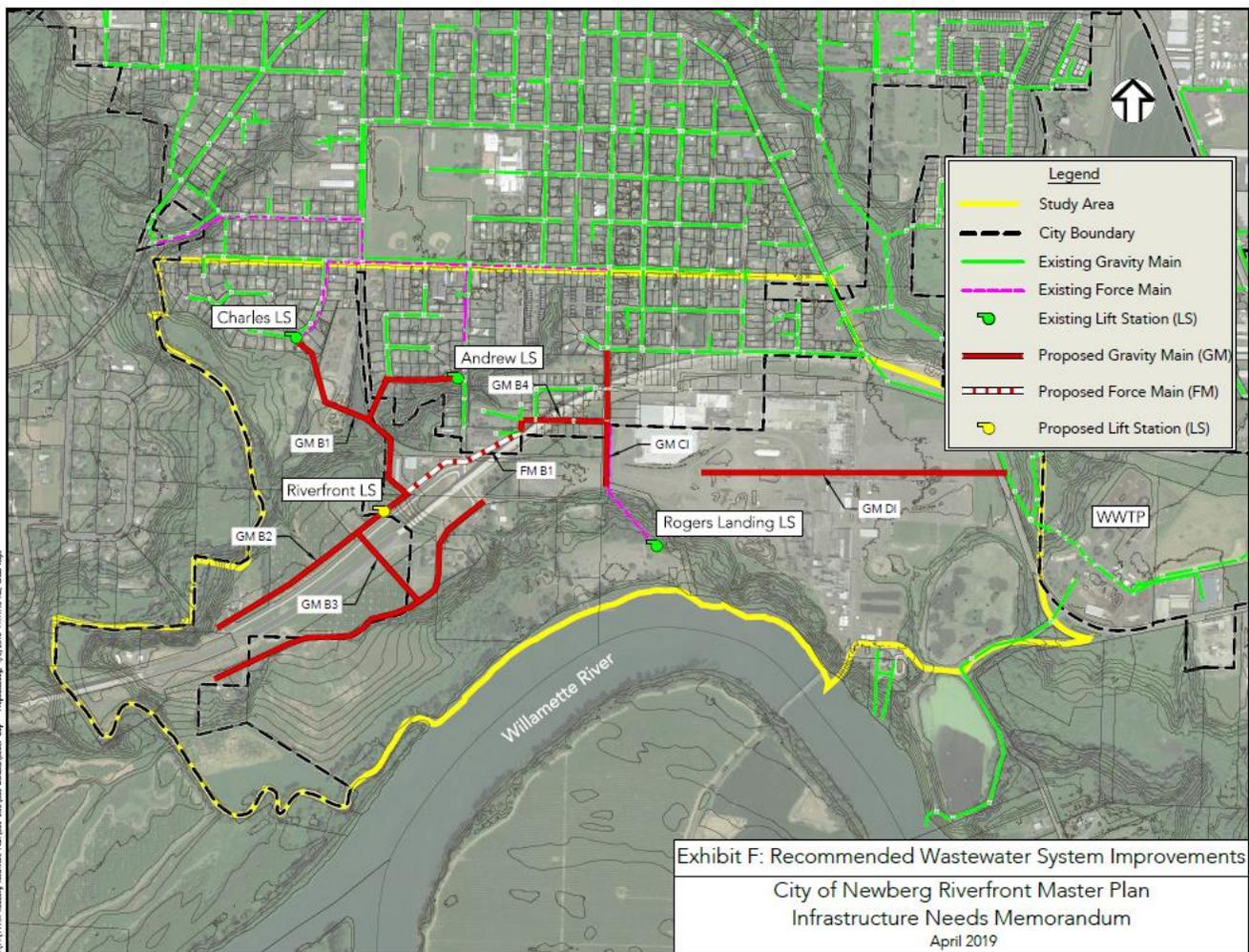
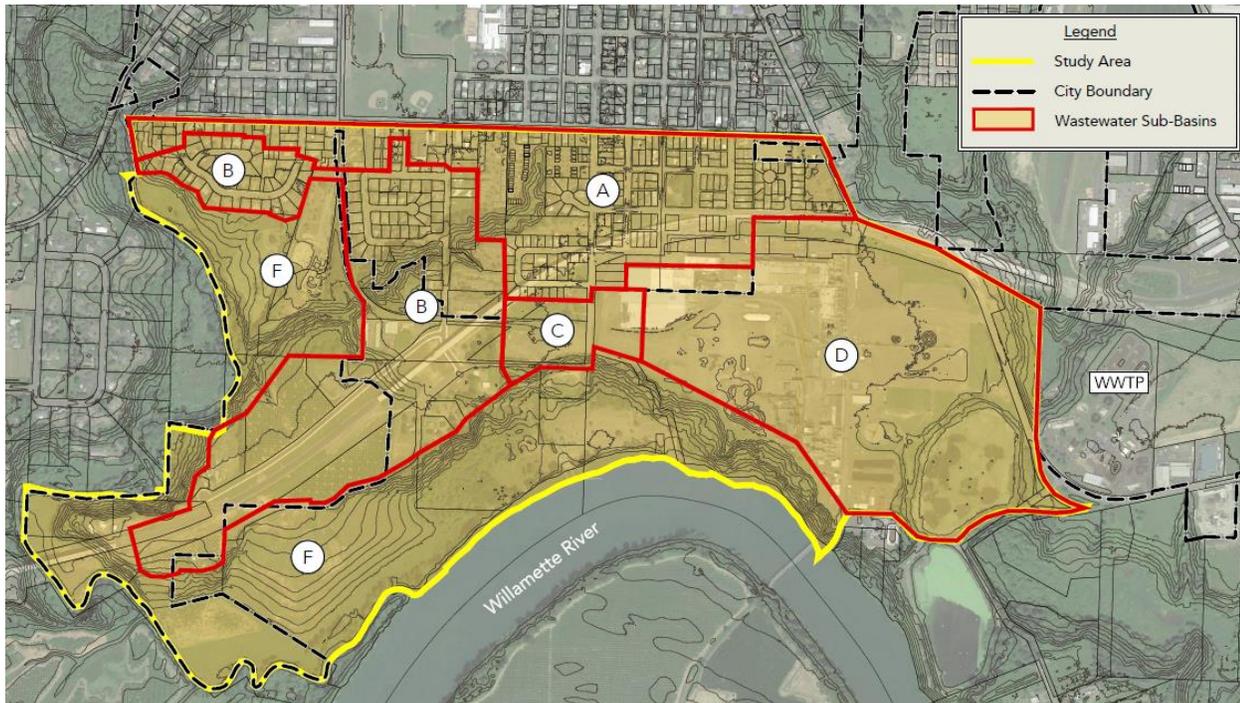


Table 4. Wastewater Improvements and Cost Estimates

| Description | Sub-basin Served | Size/Length | (\$/LF) | Est. Cost |
|---------------------------------|------------------|----------------|---------|-------------|
| Riverfront Lift Station Upgrade | B | 950 gpm | - | \$770,000 |
| Force Main B1 | B | 8-in, 1000 ft | - | \$119,000 |
| Gravity Main B1 | B | 8-in, 2600 ft | \$320 | \$832,000 |
| Gravity Main B2 | B | 8-in, 1600 ft | \$320 | \$512,000 |
| Gravity Main B3 | B | 8-in, 3400 ft | \$320 | \$1,088,000 |
| Gravity Main B4 | A, B, C, D | 18-in, 1300 ft | - | \$505,000 |
| Gravity Main C1 | C | 8-in, 500 ft | \$320 | \$160,000 |
| Gravity Main D1 | D | 10-in, 2400 ft | \$350 | \$840,000 |

Figure 45. Wastewater Sub-Basins



Stormwater System

Existing System

The study area is drained by a system of natural drainages, open channels, and storm drain lines. Currently, the study area drains in three directions: west to Chehalem Creek, south to the Willamette River, and east to Hess Creek.

The southern portion of the site lies within the 100-year flood plain of the Willamette River and Chehalem Creek. Underground stormwater lines are few in number, and largely confined to the northern portion of the

study area. A stormwater main bisects the study area, conveying stormwater from the drainage lines in the northern portion of the study area south to outfall at the Willamette River. This line was previously the wastewater outfall from the former wastewater treatment plant.

Recommended Improvements

- **Improve the Stormwater System.** Collection and conveyance of stormwater runoff will likely consist of a combination of underground structure and pipes, and low-impact development conveyance improvements, such as swales and flow-through planters. Treatment of stormwater runoff will likely consist of either mechanical or low-impact development treatment facilities. Significant stormwater mitigation measures can often deter prospective developers from the area if they are prohibitively expensive, particularly for small- to medium-sized development projects. Therefore, larger stormwater infrastructure projects, such as regional stormwater solutions, should be a city-led initiative. Ultimately, however, solutions should largely be opportunistic with development and phased in a way that supports continued, incremental growth in the area. Cost estimates for stormwater mains are provided below.

Table 5. Stormwater Improvements and Cost Estimates

| Description | Sub-basin | Size/Length | \$/LF | Est. Cost |
|------------------|------------|---------------------|-------|-------------|
| Stormwater Mains | A, B, C, D | 12-18-in, 12,000 ft | \$420 | \$5,040,000 |

- **Study the Potential Repurposing of the Existing Riverfront Industrial Site Lagoons as a Regional Stormwater Facility.** The construction of a regional stormwater facility for treatment, detention, and/or disposal may address many of the difficulties individual developers face with stormwater management. There are, however, very limited options for locating such a facility. The existing lagoons provide an opportunity for stormwater management. However, any use of these ponds will likely necessitate investigation of the condition of the lagoon basin floor for contaminants which might adversely affect the Willamette River. Depending on the degree of contamination and the requirements of regulatory authorities, cleanup might also be required. In addition, some agreement would need to be made for stormwater conveyance to the pond, pond use, access, and maintenance between the property owner, the City, and properties contributing stormwater.

CONCLUSION

In conclusion, the Riverfront Master Plan, and the Incremental Implementation Strategy, represent a draft framework and guide for the revitalization of the Newberg Riverfront area into a thriving, mixed-use neighborhood that is close-in and complementary to downtown Newberg. As this Plan expresses the community’s vision and a manifestation of their desired outcomes for this area, the Plan must be a dynamic and responsive policy framework and action plan – one that changes as needed to keep pace with changing community values and external factors, and as opportunities arise. The Newberg Riverfront Plan is intended to evolve accordingly, serving as the framework for further refinement according to changing circumstances and the wishes of the community.

APPENDIX A

Technical Memoranda:

- TM1: Vision and Goals
- TM2: Existing and Planned Conditions Presentation
- TM3: Land Use Alternatives
- TM4: Infrastructure Needs
- TM5: Incremental Implementation Strategy
- TM6: Comprehensive Plan Amendments
- TM7: Zoning Map and Development Code Amendments
- TM8: TPR Assessment

APPENDIX B

Summary of Public Engagement

- Summary of Public Event 1 & Online Public Event 1
- Summary of Public Event 2 & Online Public Event 2
- Advisory committee meeting summaries